





# Census of India, 1941

VOLUME XVII

**B A R O D A**

ADMINISTRATIVE VOLUME

BY

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## BARODA CENSUS, 1941

# ADMINISTRATIVE VOLUME

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### CHAPTER I

#### GENERAL

1. **Introductory**—This report is concerned with a detailed description of the various stages of census operations in the State. In main essentials the details of census taking on this occasion, as always, followed the instructions of the Census Commissioner for India. The system of recording details of the people at the general census direct on to books of cards with a view to obviate the necessity of having any intermediate process of slip copying at all introduced by Baroda State in the last Census was found so successful that the principle of the innovation was on the present occasion extended to the whole of India. Special Inquiries, particularly in respect of size of families in which also this State secured general commendation, were included in the general questionnaire. In 1931, the Census Schedule gave place to the Census Book of Slips, three to a page with colour differentiation for sex. In 1941, for the General Indian Census, the schedules of old days gave place to the Census Pad of Slips, without any colour change for sex, but with the provision that where a female was to be recorded, the bottom right hand corner of slips was cut off along the printed line and the questionnaire was not repeated on every slip. In this State, we adopted the single-slip pad but retained our old practice of having different coloured slips for females and repeating the questionnaire on every slip, with the object of reducing errors to a minimum.

In the last Census, the enumeration process consisted of two stages, a preliminary and a final count with an interval of 15 days between. On the day of the final count, the whole preliminary record was examined and adjusted. This time the difference between the preliminary and final counts was minimised, the intervening period of 15 days was eliminated and in the place of the hectic night-count on the final census day, there were two full days given for the final checking beginning from the morning of the 1st March and ending on the evening of the 2nd March. The zero hour for the census to which all items of the questionnaire were referred was the sunrise of the 1st March. This change with its important reactions on the accuracy of record will be described at its proper place in detail.

There was no enumeration in trains of railway travellers this time. They were to be enumerated at their residences along with the house population. Persons travelling on the night previous, who were not likely to reach their destination before the Census Hour, were provided with enumeration passes to prevent double enumeration, for which purpose the enumerating

staff were required as the final item of their preliminary round to pay a visit at about 6 in the evening of the 28th February 1941.

**2. Starting of Census Operations—**The appointment of the Census Commissioner of the State at this Census was made under instructions from the Government of India a few months earlier than usual as a Conference of Census Officers was to be held at Delhi early in January 1940. His Highness the Maharaja Saheb was again pleased to appoint me as Head of the Census Operations for the third time (*vide* H. O. No. 114/12 (Independent) dated 29th November 1939). On return from leave I forthwith took charge of my new office from the date of the order.

**3. Office Establishment—**The first weeks were spent in organising the Central Office and preparing papers for the ensuing Conference. The important points discussed in the Conference are dealt with in Appendix C. Just before starting for the Census Conference, I put up my proposals for selecting my Assistant. The Government appointed Mr. R. K. Pradhan, the then additional Assistant Political Manager, as Assistant Census Commissioner (*vide* C. O. No. 3/2 dated 27th February 1940) and he joined this department on 11th March 1940. For the post of Personal Assistant, I proposed to combine the administrative and mathematical work in one post. My proposal to appoint Mr. B. N. Datar, M. Sc. (London), as my Personal Assistant was sanctioned by Government (*vide* C. O. No. 7/3 dated 17th December 1940) and he joined this department on the 28th January 1941.

**4. Establishment: Central Office—**The marginally noted establishment

Serial No.	Office Establishment			
	Name	Strength	Pay for month (Rs.)	Total amount (Rs.) sanctioned per month
1	Assistant ...	1	400+50 allowance	450
2	Personal Assistant ...	1	225	225
ENGLISH BRANCH				
3	Head Clerk ...	1	75	75
4	English Typist ...	1	45+7 Typing allowance	52
GUJARATI BRANCH				
5	Shirastedar ...	1	65	65
6	Clerk ...	1	40	40
7	Accountant ...	1	35	35
8	Record Clerk ...	1	30	30
9	Jamadar ...	1	20	20
10-17	Sepoys ...	8	15	120
18-20	Faras ...	3	14	42
21-22	Cycle Swars ...	2	15	30
Total ...		22		Rs. 1,184

ment was sanctioned finally for the Central Census Office under C. O. (Census) No. 1/1 dated 5th December 1939. I was empowered without reference to rules re: age, domicile, examinations etc., to appoint any body I selected to those posts.

For the remaining establishment, I selected persons from the Revenue department. Mr. G. T. Puntambekar, M. A., LL. B., worked as Head Clerk joining his duties on the 1st March 1940 while Mr. Dayabhai H. Shah, who was appointed Shirastedar, joined his duties on the 30th December 1939.

**5. The Census Act (XXIV) of India 1939—**For the Census of 1941, the Indian Census Act XXIV of 1939, with due modifications was applied to the Baroda State under Council Order No. 5/3 dated 1st April 1940 on tippan from

the Nyayamantri No. 78 dated 19th March 1940. In view of the urgency and importance of the census operations, the Government specially empowered the State Census Commissioner to make all rules and issue circulars under the Act.

**6. Census Code, Part I and Circulars thereunder**—By virtue of the powers under the Census Act mentioned above, the Census Code was prepared and promulgated. A power statement defining the powers of the Census Commissioner and other Census Officers was prepared and got approved by Government (as per D. O. No. ૩. ૧. 4/1 dated 14th December 1939). This statement was published as Appendix I of the Census Procedure Code, Part I, which was published in English and concerned all preliminary operations from the start upto and including the final count on the 1st March 1941.

**7. Important Circulars and Office Orders issued before the Census**—The following important circulars and office orders were issued in Gujarati and in English to elucidate and amplify the instructions given in the Code :—

Serial No.	Nature of order	No. and date	Subject
1	Circular	2	Preparation of the General Village Register.
2	Office Order	28-12-39 1	Preparation of maps of Talukas showing Thanas and list of Villages.
3	" "	28-12-39 and 5	" "
4	" "	30-3-40 2	Re: Information about Village Area and Village Site.
5	" "	28-12-39 3	Arrangement for affixing permanent plates of house numbers.
6	Circular	22-1-40 3	Formation of Blocks and Circles with a provisional list of Towns (with amendment of the Circular).
7	Jaherat	29-4-40 6	Appointment of Census Officers.
8	Vathukam	25-5-40 2	Re: House numbering etc., with amendment dated 22-10-40.
9	Jaherat	8-7-40 42	Co-operation in respect of the Census work (issued by the Educational Commissioner).
10	"	6-7-40 2	Re : Object of Government in taking Census.
11	Vathukam	14-8-40 1	Places to be treated as City and Towns.
12	Jaherat	14-9-40 4	Re : stopping of transfers of all Government servants from 1-11-40 to 5-3-41.
13	Vathukam	21-9-40 4 and 5	Responsibilities of the public re : Census - Co-operation and help.
14	"	20-10-40 7	Observing holidays in Government Offices and Public Institutions for Census work.
15	"	11-11-40 8	Re : Periodical progress reports from the Charge Superintendents.
16	"	16-11-40 12	Re : Questions to be asked of persons regarding Census.
17	"	21-12-40 13	Duties of Census Officers.
18	"	24-12-40 15	Appointment of Census Committees, their functions : questionnaire re : castes changes, divorce etc.
		28-1-41	



**8. Military and Railway Census organisation**—Apart from the Census Central Office, the Census department directly controlled the following Military and Railway organisations by virtue of Notification No. 1-1-B dated the 2nd January 1941 of the Government of India, appointing the Census Commissioner of the State as Superintendent of Census Operations for the Cantonment and Railway lines passing through the State territories. Besides, he had charge of the Railway areas under State jurisdiction also. The following officers worked under his guidance and supervision :—

*1. Military and Railway areas, not under the State Jurisdiction*

- (1) The Cantonment Area.—The Executive Officer, Baroda Cantonment, acted as ex-Officio Census Officer.
- (2) The Baroda Marshalling Yard —Mr. Abdul Rehman, the Station Master, Marshalling Yard, acted as Charge Superintendent ex-Officio.
- (3) The Baroda Passenger Railway Station —Mr. B. J. Desai, Station Master, acted as Charge Superintendent ex-Officio.
- (4-5) The Railway Stations of Mehsana and Kalol constituted each into a separate charge under the Station Masters as Charge Superintendents.

The formal appointment of the State Census Commissioner by the Crown Representative as Census Superintendent for the Cantonment and the Railway area was an innovation. In previous censuses, although the State Commissioner worked with the full co-operation of the authorities concerned in such areas, no such order was passed. In future such formal appointment at the very start of the operations will be very helpful.

*2. Railway areas, under the State Jurisdiction*

- (6-7) Goya Gate Station with Colony and Dabhoi Railway Station, under Messrs. Iyer and Sathe respectively as Charge Superintendents ex-Officio.

**9. Arrangement for Census work in Railway and Military areas —**

In the census of these areas, co-operation from all concerned was again forthcoming in full measure and the work was organised and completed in these places with the greatest ease. Among all who co-operated, help rendered by Mr. J. S. Bearcroft, Executive Engineer for Baroda division, B. B. & C. I. Railway, was noteworthy. Mr. Teekchand of the Baroda Cantonment Office and Mr. Govel of Mehsana Railway Station also showed great interest.

As a consequence of the network of railways in the State, the organisation of the Railway Census has always been a difficult and delicate matter. The State Census has to deal with 213 stations distributed as noted in the margin and controlled by seven railway administrations. Besides the State Railway

Division	No. of Rly. Stations, and Rly. areas including special Rly. Charges
<b>Total</b>	<b>213</b>
Baroda City	6
Amreli	19
Baroda (Ex. City)	92
Mehsana	62
Navsari	25
Okhamandal	9
Pethapur (Tributary Area)	...

system, over whose census this department had full control, as it had over the other administrative departments of the State, there were six foreign railway administrations to be dealt with —(i) B. B. & C. I. Broad Gauge, (ii) B. B. & C. I. Metre Gauge, (iii) Jamnagar-Dwarka Railway, (iv) Bhavnagar State Railway, (v) Junagadh State Railway and (vi) Gondal Railway. The department had to carry on correspondence delimiting jurisdiction, numbering.

houses, appointing supervisors and enumerators and so on. Full co-operation was given from the staff of all these railway administrations.

**10. Other special areas**—This time Pethapur taluka came under the suzerainty of the Baroda State. For census purposes it was treated as an independent charge unconnected with Mehsana and its totals were shown separately as an independent unit. The Karbhari worked as Charge Superintendent for the same.

The Thakore of Lal Mandwa expressed a desire to treat Mandwa as a separate charge. As the villages of Lal Mandwa were distinct geographically from Attarsumba taluka, it was convenient to treat them as an independent charge under the District Census Officer (Suba) of Mehsana. The Thakore's Karbhari worked as Charge Superintendent.

Sadar Bazar portion of the Baroda Camp measuring 190 bighas or nearly a fifth of its total area was retroceded to the Baroda State. The census of this area was taken by the Baroda Municipality, as part of the Sayajigunj Ward. The retroceded portion came to be known as Fatehgunj.

**11. Arrangement for training the staff in special areas**—In the above areas, every step was taken for making available the training and experience of the State Census Organisation. To each of these places personal visits were paid by myself and my Assistants and special care was taken to train the enumerating staff. The cost of supplying them with leaflets, circulars copies of the Census Code and enumeration books was borne by the State. At each stage of the operations, their work was inspected and tested. Special appendices dealing with the censusing of railway and military areas were prepared and promulgated (Appendix II and III of the Census Procedure Code, Part I).

**12. The District Census Organisation**—In virtue of Sec. 2 of the Indian Census Act, as applied to the Baroda State, and Sec. 37 of the Baroda Census Procedure Code, the following officers were deemed to have been appointed ex-Officio Census Officers of the grade mentioned against their names:—

- |   |  |
|---|--|
| 1. Suba (District Magistrate)   | District Census Officer  |
| 2. Naib Suba, Okhamandal  | District Census Officer for his Division   |
| 3. Municipal Commissioner, Baroda City Municipality   | City Census Officer  |
| 4. Naib Suba of Vibhag  | Sub-divisional Census Officer  |
| 5. Vahivatdar or Mahalkari  | Charge Superintendent for the Mahal or Peta Mahal  |
| 6. Non-official President, or in his absence Non-official Vice-President of municipality (other than the City Municipality) | Town Census Officer. He worked in collaboration with and under the general guidance of the Charge Superintendent of the Mahal or Peta Mahal in which the town was situated.                        |
| 7. Port Officer, Okha Port  | Charge Superintendent for the Port. The Dwarka Vahivatdar gave him the necessary assistance and obtained the provisional total from him for its being included in the totals for the Dwarka Mahal. |

8. Head Master of High School (outside the City of Baroda) Assistant Charge Superintendent
  9. Rangers-Songadh, Vajpur, Sadadvel, Vankal and Vyara Assistant Charge Superintendent for the villages in the reserved forest area forest ranges
  10. Ward Officer, Baroda City Ward Charge Superintendent
  11. Chief Officer or in his absence Secretary of the Municipality concerned (other than the City Municipality) Assistant Town Census Officer
  12. Naib Fouzdar, Tajvijdar Thana Supervisor upto the stage of house-numbering for all areas outside Municipality
  13. Sub-registrar, Nazir, Shirastedar, Head Masters of A. V. and Vernacular Schools along with Tajvijdar and Naib Fouzdar Supervisor for all stages of census operations after house numbering. He did the work entrusted to him by the Charge Superintendent from time to time.
  14. Vernacular School Teacher, Talati and Patel Enumerator for the *saja* villages or villages included in *saja* or the town of his appointment. He did the work entrusted to him by the Charge Superintendent from time to time. The Charge Superintendent selected for this work patels who were educated and efficient. Upto the stage of house numbering, only talati and patel were employed as enumerators by Charge Superintendent for villages and other non-municipal areas.
- In municipal towns, the municipal staff did the census work upto the stage of house-numbering.

Over and above these ex-officio officers and the Charge Superintendents for special areas, in Fatehpura Ward, in Baroda City, two Honorary Charge Superintendents were appointed as Assistant Charge Superintendents.

**13. The Census organisation in the City and Towns**—In the Baroda City, the Municipal Commissioner appointed a paid establishment as noted in the margin, which lasted for nearly a month after the Census Day. The paid

Name of the Post	No.	Total amount sanctioned per month in Rs.
Census Assistant ...	1	60+25 C. A.=85
Census Chief Clerk ...	1	35+6=41
Assistant Clerk ...	1	25
Clerks ...	17	420
Peons ...	8	120
<b>Total</b> ...	<b>28</b>	<b>691</b>

staff did the work of house-numbering as well as the Tenement Census. In other municipal areas, the local municipal establishments sufficed together with some help from mahal offices to work up the business of house-numbering etc., up to the time of preliminary enumeration. The Census Act provided that the cost of house-numbering, and other incidental

charges were to be defrayed (i) by the Municipality where such existed and otherwise (ii) from the *mal vero* grant of the village, and (iii) where even the *mal vero* failed, from the Village Panchayat Fund or from the District Local Board. The *mal vero* is the amount fixed by the State for the expenses in each village to meet the conveniences of travelling officers and others using the village *chora*. The amount is sanctioned in the name of village patel, who receives it along with his honorarium (See Vat Inkam No. 1 dated 3rd June 1940.)

**14. Special Enquiries**—This time almost all the special enquiries taken up by the Baroda State in the last census were included in the all-India Census Questionnaire. The Cattle Census was already completed by the Veterinary Section of the State department of Agriculture, and it was therefore not necessary to undertake a new one. In addition to the general fertility enquiry conducted through the common census questionnaire in respect of married females, a special enquiry limited to sampled villages (selected 1/50) was conducted on detailed lines under instructions from Prof. D. N. Ghosh, M. A. (Calcutta), Head of the Economics department in Baroda College. Altogether 13,000 forms were issued, and the results will be collated and dealt with separately by him. Village Statistics are always being compiled at every census in Baroda State since quite an early date in the history of the Baroda Census. These are published usually in Gujarati in a book-form. On this occasion, Housing Statistics of a general nature collected from sampled villages selected 1/50 from talukas of the State arranged in a strict alphabetical order are compiled and shown in the Gujarati Volume above referred to. Detailed information re: villages—wells and other public institutions, markets etc., and other information already exists in the State Panchayat department and the State Gazetteer is being revised under other auspices. Therefore, it was not thought necessary for the State Census to conduct any special enquiry in this behalf. On the last occasion, special statistics figures were compiled regarding homesteads according to their standards of comfort. At this Census, these tables are not being compiled, because experience has shown that the figures collected are not of a very accurate nature. On the other hand, the special Tenement Census taken in respect of City of Baroda has been extended in this Census to the towns of Patan and Navsari also.

**15. Miscellaneous Items**—Before closing this general Chapter, it is useful to summarise certain miscellaneous items of interest for future guidance.

(1) *Accommodation of the Census Office*—Soon after I took charge, my Central Office was housed in a room in the Survey and Settlement department. This place was very inconvenient. As no Government Bungalow was available, I was allowed to hire a private bungalow or bungalows. I selected Navlakha Mansion on Race Course Road for housing the Census Central and Abstraction offices (*vide* C. O. No. 17/1 dated 4th March 1940), and we shifted the office to this place on 16th May 1940. Later when the Abstraction preparations were in full progress, the annexe at the back was also rented.

(2) *Permission to go outside the State territory on Government work*—The old order allowing the Census Commissioner of the State to go outside the State territory on Government work was renewed under Dewan Order No. 304/1 dated 14th December 1939.

(3) *Police Guard*—In view of the large staff engaged in the Census Abstraction Office, costly furniture etc., were maintained. For its preservation and protection proposals were again made as in 1931 to have Police guard at

the cost of the Police department. The Government allowed a Police staff of two sepoy and one Havildar costing monthly Rs. 68 the provision wherefor was to be made in the budget of the Census Department (*vide* C. O. No. 9/4 dated 7th March 1941).

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## CHAPTER II

### THE TAKING OF THE CENSUS

#### A. Preliminary Arrangements

**16. Village Register: How prepared**—The first requisite in the taking of a census is the preparation of a correct and complete list of villages. Each mahal was therefore asked to prepare an accurate *dehzada* of inhabited and uninhabited villages and of hamlets within a village. The principle adopted as in previous censuses was to make the Census Register of villages to conform as much as possible to the Revenue list of villages. Even in respect of hamlets within the village area, although the census here followed the principles of demography, the test was the preliminary survey by revenue officials.

Jaherat No. 2 dated 28th December 1939 was issued asking the Vahivatdars to send three copies of Village Registers of their talukas to the District Census Officer on or before the 31st January 1940. The District Census Officer was to revise these registers and to send them on to the Census Office on 15th February 1940 the latest. The Vahivatdars were strictly enjoined to scrutinise these statements very carefully especially with reference to the changes that had occurred since 1931. The differences between the Revenue and Census *dehzadas* lay in the following four points:—

- (1) Unlike the Mulki *dehzada*, hamlets or residential settlements within each village area are shown separately in Census *dehzada*;
- (2) Villages in which the Gaekwar's sovereignty or jurisdiction is co-shared or where the owner of the village is a payer of tribute or *ankdo*, but under a different political jurisdiction do not find place in the Census *dehzada*;
- (3) Residential areas in forest tracts which could not strictly be called villages, as they were mobile hutments of temporary squatters, were, however, treated as villages for census purposes, if they could not be grouped with any neighbouring revenue village;
- (4) Temporary halting places of Rabaris (नेर) were treated as separate census units.

The Village Registers sent by Subas were finally corrected with reference to form No. 7 re: corrected list of houses and blocks.

**17. Area of the State and of the City of Baroda**—Office Order No. 2/39-40 was issued on 28th December 1939 requiring Vahivatdars to send a detailed statement of the total area of each village showing village site and cultivable areas separately. As the differences between the Survey, Revenue and Municipal records were adjusted in respect of the accuracy of these figures in 1931 Census, there was little difficulty in preparing this Statement.

**18. Census Maps**—Office Order No. 1 was issued on 28th December 1939 requiring Vahivatdars to send maps of talukas showing villages grouped in *thanas*. These Maps facilitated the work of demarcating census divisions and appointing census workers therefor.

the cost of the Police department. The Government allowed a Police staff of two sepoy and one Havildar costing monthly Rs. 68 the provision wherefor was to be made in the budget of the Census Department (*vide* C. O. No. 9/4 dated 7th March 1941).

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**18. Census Maps**—Office Order No. 1 was issued on 28th December 1939 requiring Vahivatdars to send maps of talukas showing villages grouped in *thanas*. These Maps facilitated the work of demarcating census divisions and appointing census workers therefor.



**19. Census Divisions**—Having obtained a complete list of villages, the next step was to form census divisions. As in the previous censuses there were three classes of census officers—Charge Superintendent, Supervisor and Enumerator. As explained already, uptill the completion of the work of house-numbering, the whole census work for the village was left to the *talati* as Enumerator, the work of the *thana* was left to the *naib fauzdar*, or where one was not available to a *tajvidar* as Supervisor, and the work for the whole taluka (except the municipal area) was left to the Vahivatdar, as Charge Superintendent, who had also to look to the work in the municipal areas in the mahal.

**20. Blocks**—The person who actually filled in the enumeration books was the enumerator and the area assigned to him was his block. The size of the block depended on the number of houses, which an enumerator could reasonably be expected to visit at the time of the final count. Unlike preceding censuses when the space of time allotted to final enumeration was only about six hours, at this Census, two full days were allotted for the final check. Thus it was possible to assign a relatively larger number of houses to an enumerator. To secure accuracy of work the number of houses in a block was allowed to range from 60 to 120 houses. In exceptional cases the rule was relaxed and in some talukas blocks containing more than 120 houses were formed.

Sub-divisions of a village, such as *falias*, *khaunchas*, *khadkis*, *vadas* etc., were usually kept intact for purposes of forming blocks. As a general rule the determination of blocks was to be commenced from the outside of the village and continued till the whole village was demarcated into successive blocks. The subsidiary hamlets of a village (*paras*) were not to be formed into separate blocks, unless this was necessary on account of their size or distance from the parent village. A village containing one hundred twenty houses or less was not generally to be divided into more than one block. A whole village and a portion of another village or portions of two independent villages were not to be included in one block. Jails, Hospitals, etc., were to form separate blocks, if the number of persons residing therein was so large as to make it convenient to do so.

**21. Circles**—Next after the enumerator, came the supervisor whose duty it was to supply the enumerators with forms, to train them and to check the entries in their books and the totals prepared by them after the census had been taken. From ten to fifteen enumerators' blocks were grouped to form the supervisor's circle. The circles were of such a size as to enable a supervisor to exercise effective supervision over the work of all the enumerators in his circle. As *naib fauzdars* or *tajvidars* were entrusted with the whole of census work till the house-numbering stage, they had to group all the blocks into circles, in all villages included within *thana* limits. The grouping was carried out with the aid of the Census Map, so as to make the circles as compact as possible. A circle occasionally consisted of one or more complete villages. However, no village was to be partly in one circle and partly in another. Similarly in cases of towns, parts of different wards were not to be included in the same circle. All railway stations, howsoever small, were treated as independent circles with the station master as the supervisor. In smaller railway stations, where the station staff consisted of only one person, he combined duties both of enumerator and supervisor.

**22. Charges**—Over the supervisors was the Charge Superintendent. He was the head of the census operations in his Charge. The Charge was generally identical with the taluka, but all places which had municipalities

23. **Provisional charge register form No. 4**—The next step was the preparation of the Circle List or the Register of Census Divisions. The form prescribed in Census Procedure Code, Part I, Chapter III, para 46 was adopted. Each circle was to be commenced on a fresh page. The serial number of each village was entered in the order in which it appeared in the Village Register. On receiving the register from their supervisors, Charge Superintendent carefully revised it and ordered such additions and alterations as appeared necessary. The circles in each *thana* were numbered in letters of the Gujarati alphabet as follows :—

### B. Preparation for numbering of Houses

**25. Census Calendar**—For a work of the magnitude of the census a proper time-table for the various stages is necessary, and a Calendar was prepared following the practice of previous censuses. This Calendar is printed as Appendix A of this Report, very stringent steps were taken to ensure that the Calendar was properly and punctually worked up to by all the mahals.

Certain severe steps had to be taken against one or two Vahivatdars, and a few others were warned. The bulk were, however, very punctual and dutiful. The severity of the measures taken was a guarantee that the different stages of the census were to be successfully accomplished.

**26. Preliminary training**—The training of census officers was at once taken in hand. This time the training of the staff was taken in hand at quite an early stage of the census operation. For this purpose the whole State was divided between myself and my Assistant. From December 1939, when the office opened till the commencement of house-numbering, I toured for 95 days, visiting 33 towns, 16 villages and instructed 26 meetings. My Assistant during the period toured for 8 days, visited 4 towns and instructed 8 meetings. A detailed analysis of our tours is subjoined as Appendix B of this Report. In the meeting we explained the normal routine of the census besides instructing them in the work of slip filling. The Charge Superintendents were specially taken into confidence and given detailed instructions.

**27. Radio Talks**—Instructing public servants and other workers in the details of census work is the first essential duty of Census Central Office. Since 1931, radio talks have become an important innovation, and advantage was taken of this facility. A series of lectures called "How many we are?" was arranged for broadcasting purposes by the A. I. R. Organisation. The Baroda Census Commissioner was selected for the third talk of the series. His subject was about the Census and the Public, and the kind of co-operation required. This was delivered on the 25th June 1940 from Bombay. The first two talks were by Professor Ghosh (also of Baroda), and Mr. M. W. W. M. Yeatts, the Census Commissioner for India. I also addressed a public meeting on the Organisation of the Census on the 27th July 1940, under the auspices of the Baroda Economic Association. On the 18th February 1941, I also addressed the Rotary Club of Bombay on the Romance of the Census.

### *C. Numbering of Houses and their Classification*

**28. Definition of a House**—In past censuses prior to 1911, a house was defined with reference to a home-stead or enclosure. Therein lay the danger of leaving the tenants of the obscure parts of such homesteads out of count altogether. This difficulty was removed in 1911 when a house was defined with reference to a commensal family. Following that practice this time a Census House is defined as follows :—

"A House is defined for census purposes as consisting of a building or buildings or such part thereof—as is inhabited by one commensal family, that is, by a number of persons living and eating together of food cooked on one *choola* (hearth) or in one mess. In other words, the unit is the commensal family and not the homestead or enclosure."

Exception to the above rule was made in the following cases :—

1. One room tenements where more than one family resided, were not divided but given only one number;
2. In the Bungalows where higher class families resided, the residence of the master and his family was numbered separately from his servants' quarters;
3. Police and Military lines, Jails, Dispensaries, Lunatic Asylums etc., were formed into separate blocks where necessary and house, apartment or ward within their precincts was to be treated as a house and separately numbered.

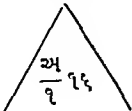
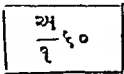
**29. Numbering of houses**—The numbering of houses was timed to begin after the *Deepali* on the 11th November 1940, everywhere in the State, and to finish by the 30th November 1940. In Railway Stations, and Cantonment the buildings are numbered for their administrative purposes. These numbers were retained for census purposes. Between these dates, the supervisor initiated the work in each block of his circle. The materials generally used and found most suitable were yellow ochre (*geru*) and white-wash. Where huts were made of wattled bamboos, a small space was plastered with mud and the number painted on the plaster. Huts made of interwoven leaves could not be so dealt with, however, and in their case, the numbers were painted on bits of wood or tin, tiles, bricks, earthen pots, etc., and these articles were given to the residents of these huts with a strict injunction that they be carefully preserved till the next *holi* and produced whenever required by the *Sarkar*. These instructions were scrupulously observed and no complaints were received from the census staff on this score. It may be noted that for house-number every structure be it habited or uninhabited, was numbered. It included all public buildings also.


**30. Permanent house-number plates**—Early in January 1940, Office Order No. 3 dated 22nd January 1940 was issued requesting all the municipalities to have permanent house-number plates. Its usefulness for their own purposes was emphasised: out of 42 municipalities 34 cooperated by having permanent house-number plates as shown below:—

1 Baroda	10 Dharmaj	19 Dehgam	28 Kathor
2 Padra	11 Vaghodia	20 Kheralu	29 Bilimora
3 Dabhoi	12 Vaso	21 Patan	30 Beyt
4 Sankheda	13 Vadnagar	22 Vijapur	31 Damnagar
5 Sinor	14 Visnagar	23 Dhinoj	32 Kodinar
6 Bhadran	15 Sidhpur	24 Kalol	33 Dwarka
7 Savli	16 Unjha	25 Variav	34 Amreli
8 Karjan	17 Chanasma	26 Gandevi	
9 Makarpura	18 Mehsana	27 Vyara	

**31. Arrangement of numbers**—The numbers on houses ran in a continuous series from block to block, each block beginning a series. Enumerators were to begin from the right hand end, facing the house, and then going on to the left end keeping to it continuously. As for painting the house-numbers, I followed the system which I suggested in my last Report. The circle was indicated by the Gujarati letter chosen for it, placed as numerator, the block was serially numbered per circle and the number for each was shown below the letter as denominator. After the number so formed was painted in bold letters the serial number of the house in the block e. g.  $\frac{૨૫}{૧} ૧૬$

As an additional precaution, the first and the last numbers of a block were indicated by a triangle and a square respectively painted round the

numbers e. g.  and  and the completion of a block

indicated by describing a circle round the figure e. g. 

**32. House numbering-cost, inspection etc.**—As specified in Para 13 of Chapter 1, the expenses for house-numbering were defrayed from *mal vero* etc. Statement No. III gives in detail the expenditure for census including that for house-numbering which was Rs. 14,694-12-2. In some of the places, Vahivatdars were reluctant to number cattle-sheds and public buildings, because they were not likely to be inhabited on the Census Day. The fact that every structure was to be numbered was brought to their notice by issuing an office order. Total number of houses numbered was 930,832 as against 815,381 in the last Census showing an increase of 14.16 per cent. The total number of occupied houses was 618,014 as against 562,798 showing an increase of 9.81 per cent.

**33. Corrected return of houses**—The Charge Superintendents were required to send a corrected return of houses on or before the 7th December 1940. The Statement No. IV gives a detailed list of blocks and circles per taluka. A summary of the blocks by number of houses is given below:—

Serial No.	Size of block		Total number
1	Blocks of less than 10 houses		283
2	" " 10 and more but below 20 houses	...	505
3	" " 20 " " 30 "	...	652
4	" " 30 " " 40 "	...	1,211
5	" " 40 " " 50 "	...	2,017
6	" " 50 " " 60 "	...	2,260
7	" " 60 " " 70 "	...	1,954
8	" " 70 " " 80 "	...	1,336
9	" " 80 " " 90 "	...	752
10	" " 90 " " 100 "	...	407
11	" " 100 " " 110 "	...	135
12	" " 110 " " 120 "	...	48
13	" " more than 120 houses	...	10
Total			11,570

**34. Preparation of House or Block Lists**—Along with numbering the houses the work of preparing house or block lists in two parts was going on. As specified in Para 14 of Chapter I, the information in the second part of this house lists was collected as a special inquiry. Part I was necessary (i) for estimating the number of slips to be printed and (ii) for facilitating the work of enumerator of visiting every Census House. Block lists were copied on the block list forms tied with the enumeration books and necessary alterations were made by the enumerator while working.

#### D. Appointment and Training of Census Staff

**35. Appointment of Census Staff**—Following my own suggestions in the last Census Administrative Volume, I incorporated the form re: appointment of census agency in Census Procedure Code Part I, Sec. 50. Vathukam No. 2 dated 1st October 1940 was also issued enjoining the Vahivatdars to send in form No. 8, the list of census workers to the respective Subas who made their formal appointment. The appointments for Cantonment, foreign Railways including special charges, port area in Okha and Pethapur were made by me.

**36. Number of appointments made**—Statement No. IV gives a detailed list of census agency employed. There were as usual numerous complaints from Government servants who pleaded exemption on account of pressure of heavy work. As the work of making appointments of State servants was left to Subas in the Districts and Municipal Commissioner in the City of Baroda, these complaints were forwarded to them. Generally they managed but a few recalcitrants had to be dealt with by me.

**37. Training of the Census Staff**—Statement re: analysis of touring gives detailed description about touring work. I travelled in all 143 days and my Assistant 47 days. During these days attempts were made by us to come in contact with as large a number of enumerating personnel as possible. Besides, the following leaflets and instruction books were issued from time to time to elucidate the instructions embodied in Census Procedure Code, Part I.

Serial No.	Name of leaflet or booklet	In English or Gujarati	No. of copies issued
1	List of Birth Places Districts and Provinces ...	Gujarati	2,500
2	List of Languages ...	"	4,000
3	List of Castes ...	"	2,500
4	List of Occupations ...	"	2,500
5	Instructions to Enumerators ...	"	12,500
6	Instructions to Supervisors ...	English	500
7	Instructions to Charge Superintendents ...	Gujarati	1,500
		"	250

Port Okha, Railway areas including special charges, Pethapur and Cantonment required special attention. As these areas were less in contact with the civil authorities of the State, special rules for census of these areas except for Pethapur were enacted and subjoined to the Census Procedure Code, Part I as appendices. Myself and my Assistant also paid visits to these places, tested their work and saw that the work was done strictly in accordance with the rules prescribed therefor.

#### *E. Enquiries along with House Numbering*

**38. The Special Tenement Census in the City and other towns**—As specified in Para 14 of Chapter I, the work of the Cattle Census and the Classification of Homesteads according to their standard of comfort was not taken up this time. However, the Tenement Census for the City of Baroda carried out successfully last time was conducted this time and similar data were collected also for the towns of Navsari and Patan. The following form gives in detail the information collected.

#### SPECIAL FORM 6A—PART I

#### BARODA CENSUS, 1941

#### FOR BARODA CITY, AND PATAN AND NAO SARI TOWNS

#### \* LIST OF STRUCTURES AND THE FAMILIES RESIDING THEREIN

Name of (1) A 'House' means the residence of a commensal family. (2) The entries in columns 6 to 15 are to be made by recording the figure 1 in the appropriate column and 0 in the remaining columns. Circle Block

City or Town

Division or Ward

1 Census No. of 1931	2 Serial No. of Structure	3 Name of the Owner of the structure	4 Nature of ownership		5 Description of Roof					6 Description of Walls					7 Serial No. of House (Family)	8 Name of the Head of the House-hold	9 Whether the occupant is an owner or a tenant	10 Inhabited or Uninhabited		11 Remarks
			State-owned	Private	Plastered	Plastered	Plastered	Plastered	Plastered	Plastered	Plastered	Plastered	Inhabited	Uninhabited						

## SPECIAL FORM 6-A PART II

## BARODA CENSUS, 1941

FOR BARODA CITY, AND PATAN AND NAOSARI TOWNS

## LIST OF STRUCTURES AND FAMILIES RESIDING THEREIN

1. Columns 6 to 13 should be filled up by writing the figure 1 in the appropriate column and 0 in the remaining columns. In addition to this, so far as columns 11 to 13 are concerned the exact purpose for which the structure is used such as Office, School, Temple etc. should be shown in col. 24 (Remarks). Uninhabited residential houses should be shown in col. 6.
2. In columns 15 to 23 the household population usually residing in the house, including visitors who are likely to stay there till 1st March 1941 should be shown.
3. Public gardens, recreation grounds, mooring ghats, ports, camping grounds etc., which cannot be numbered and which have not been formed into separate blocks, but where there is possibility of human population being found on the census morning should be shown with the estimated number of persons in the remarks column at the appropriate places.
4. In column 4 the number of only habitable rooms such as sitting, dining, sleeping rooms should be shown. A verandah should not be considered as a room.
5. Figures in cols. 17 and 21 showing domestic servants residing in the premises should be excluded from those shown in cols. 15, 16, 19, 20.

Circle

Block

Serial No. of House (Family) (Same as shown in col. 17 of form VI-A, Part I)	Head of the Household		In possession of each family	Description of Structure	Re: Shops, kind of trade e. g. corn cloth, hotel etc.	Total number of persons in the family		Remarks
	Name	Religion				Male	Female	
1								
2								
3								
4								
5								
6								
7								
8								
9								
10								
11								
12								
13								
14								
15								
16								
17								
18								
19								
20								
21								
22								
23								
24								

39. **Size and Sex Enquiry**—A special Size and Sex Enquiry conducted under instruction of Prof. Ghosh was conducted just after the house-numbering was over.

*F. Printing and Supply of literature*

**40. Printing of Enumeration Slips**—Early in the month of May 1940, it was thought necessary to make arrangements for buying the paper for slips. Due to war conditions the price of paper was going higher and higher. We called in the quotations from various dealers and finally approved of papers of the Deccan Paper Mills Co. Ltd. The following table gives the details of paper purchased :—

Date of Supply	Description of Paper	Quantity		Rate	Per	Amount Rs.
		Reams	Lbs.			
1940						
15th May	White printing 22 x 29-50 lbs. ...	70	3500	0-4-3	lb.	929-11-0
3rd May	" " ...	90	4500	0-4-3	lb.	1195- 5-0
13th May	Brown wrapping paper 22 x 29-50 lbs. ...	150	7500	0-3-0	lb.	1406- 4-0
						3,531- 4-0

The deficiency was covered by utilising paper from the State Press.

Immediately after having an estimate of population the Central Office went in for getting the slips printed.

The following table gives detailed information regarding slips and enumeration books printed :—

Serial No.	Size of Books			No. of slips printed	
				In English	In Gujarati
	<b>I ORIGINALLY PRINTED</b>				
1	Books containing	10 males and	10 female cards	800	3,400
2	"	15	10	2,250	...
3	"	20	20	...	8,000
4	"	25	20	2,700	...
5	"	50	45	6,650	105,450
6	"	80	70	...	171,000
7*	"	110	100	...	397,950
8*	"	125	115	...	530,400
9*	"	140	130	...	1,350,000
				12,400	2,566,200
	<b>II SUPPLEMENTARY</b>				
1	"	10	...	...	...
3	"	...	10	1,200	290,000
3	"	10	10	1,200	277,000
4	"	20	20	...	97,300
5	"	50	45	9,500	121,000
				...	168,625
				11,900	953,925
				24,300	3,520,125
				1,100	...
	Household Cards			...	...
	<b>Total</b>			<b>25,400</b>	<b>3,520,125</b>

\* For the sake of convenience, as the size of these books were too bulky, each was cut up into two halves.



The following table gives detailed information regarding the slips supplied and used and the proportion of wastage. The proportion of wastage for the whole State is 19.5 per cent as against 17.1 in the last Census. The increase in wastage is due to the fact that

- (i) undue demands were made by many Charge Superintendents for providing for censusing of people attending marriages etc.,
- (ii) in some places estimates of people attending melas were extravagantly wrong.

Division	Total No. of Slips supplied	Total No. used ( <i>i. e.</i> actual population as well as slips cancelled at final count)	Proportion of wastage ( $\frac{\text{Slips wasted}}{\text{Slips used}} \times 100$ )
<b>Baroda State</b> ...	<b>3,480,910</b>	<b>2,912,259</b>	<b>19.5</b>
Baroda City with Cantonment ...	183,235	155,307	18.0
Amreli Division ...	248,980	210,463	18.3
Baroda " ...	934,510	822,329	13.6
Mehsana " ...	1,484,790	1,200,288	23.7
Navsari " ...	562,220	474,936	18.4
Okhamandal " ...	59,215	43,187	37.1
Pethapur (Tributary Area) ...	7,960	5,749	38.5

**41. Enumeration books : Its contents**—At this Census, the enumeration books were bound in a different way for convenience. At the last Census, three slips were kept together with a perforation in between each. For this reason some time was wasted in cutting them. To save this waste of time, this time, books were bound in individual slips. Specimen slips, practice slips and instructions to enumerators were bound separately and supplied to each enumerator. Hence the main enumeration book contained only slips and block-lists bound in a cover with instructions.

**42. Distribution**—For deciding the number of books required for each mahal, the mahal Charge Superintendents were required to send a summary of blocks in their malals in the following form:—

#### SUMMARY OF BLOCKS ACCORDING TO INHABITED HOUSES

Total No of Circles in the Mahal	No. of Blocks having less than 10 inhabited houses	No. of Blocks having less than 20 inhabited houses	No. of Blocks having less than 30 inhabited houses	No. of Blocks having less than 40 inhabited houses	No. of Blocks having less than 50 inhabited houses	No. of Blocks having less than 60 inhabited houses	No. of Blocks having less than 70 inhabited houses	No. of Blocks having less than 80 inhabited houses	No. of Blocks having less than 90 inhabited houses	No. of Blocks having less than 100 inhabited houses	No. of Blocks having less than 110 inhabited houses	No. of Blocks having less than 120 inhabited houses	No. of Blocks having more than 120 inhabited houses	Total No. of Blocks in the Mahal
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

From this an estimate of the requirements of each mahal was made. The number of books of various sizes required for the same was arrived at. The books were sent with a covering letter which explained how the estimate was made and how the books were to be distributed by the mahal authorities.

To ensure accuracy of distribution, the following precautions were taken:—

- (1) The slip books were continuously numbered for each sex;



Blocks with Houses	Main Book		Supplementary		Total No. of slips
	Slip. for		Slips for		
	Males	Females	Males	Females	
	S. No.	S. No.	S. No.	S. No.	
For Blocks containing 5 inhabited houses ...	1-10	1-10	...	...	20
For Blocks containing 10 inhabited houses ...	1-20	1-20	...	...	40
For Blocks containing 10 to 30 inhabited houses	1-50	1-45	...	...	95
For Blocks containing 30 to 40 inhabited houses	1-50	1-70	...	...	150
For Blocks containing 40 to 50 inhabited houses	1-55	1-50	56-110	51-100	210
For Blocks containing 50 to 60 inhabited houses	1-65	1-60	66-125	61-115	240
For Blocks containing 60 to 70 inhabited houses	1-70	1-65	71-140	66-130	290
For Blocks containing 70 to 80 inhabited houses	1-70	1-65	1-10 71-140	1-10 66-130	310
For Blocks containing 80 to 90 inhabited houses	1-70	1-65	1-20 71-140 1-50	1-20 66-130 1-45	385
For Blocks containing 90 to 100 inhabited houses	1-70	1-65	1-10 71-140 1-50	1-10 66-130 1-45	405
For Blocks containing more than 100 inhabited houses	1-70	1-65	1-20 71-140 1-50 1-20 1-20	1-20 66-130 1-45 1-20 1-20	445

- (4) To the covering letter was attached the following form of receipt which the Charge Superintendents had to return duly signed

મે. રા. રા. સેન્સસ કમિશનર સાહેબ, રાજ્ય વડોદરા

મહાલના વહિવટદાર

( સેન્સસ ચાર્જ સુપ્રિન્ટેન્ડેન્ટ ) નો રિપોર્ટ કે આપ સાહેબના પંચમહાલના મહાલકરી

હુકમ અંક \_\_\_\_\_ સોવત ગણત્રી કરવાનો ચોપડીઓ તથા બૉર્ડો વિંગેર આવ્યાં તે તપાસી લેતાં તેમાં જણાવ્યા પ્રમાણે વરાવર પહોંચ્યાં છે ને દરેક ગણત્રી કરનારને ગણત્રીની ચોપડી આવવામાં આવી છે. તારીખ માહે \_\_\_\_\_ સન ૧૯૪૧.

વહિવટદાર, મહાલ.

- (5) For each transaction between various census workers receipts of the prescribed forms were to be given

શ્રી

પાવતી

ટીપ:-ગણત્રી કરનારને ગણત્રીવુક આપ્યા પછી આ નમુના પ્રમાણે પહોંચ લેવી, અને એવી એકંદર તમામ પહોંચો જથ્થા ટુકડીના અનુક્રમવાર ગોઠવી ચાર્જ સુપ્રિન્ટેન્ડેન્ટે વાંધી રखाववी.

શ્રી

પાવતી

ટીપ:-ગણત્રી કરનારને ગણત્રીવુક આપ્યા પછી આ નમુના પ્રમાણે પહોંચ લેવી અને એવી એકંદર તમામ પહોંચો જથ્થા ટુકડીના અનુક્રમવાર ગોઠવી ચાર્જ સુપ્રિન્ટેન્ડેન્ટે વાંધી રखाववी.

થાળે \_\_\_\_\_ મોજે \_\_\_\_\_  
કસ્ત્રે \_\_\_\_\_  
જથ્થા અંક \_\_\_\_\_ ને માંટ \_\_\_\_\_  
ટુકડીનો અક્ષર \_\_\_\_\_  
ગણત્રી વુક અંક \_\_\_\_\_ કુલ સ્ત્રીઓ (પુણ્યની સ્ત્રીઓ )  
વાઢી મને પહોંચી છે.  
તા. માહે જાનેવારી સને ૧૯૪૧

ગણત્રી કરનારની સહી

થાળે \_\_\_\_\_ મોજે \_\_\_\_\_  
કસ્ત્રે \_\_\_\_\_  
જથ્થા અંક \_\_\_\_\_ ને માટે \_\_\_\_\_  
ટુકડીનો અક્ષર \_\_\_\_\_  
ગણત્રી વુક અંક \_\_\_\_\_ કુલ સ્ત્રીઓ (પુણ્યની સ્ત્રીઓ )  
વાઢી મને પહોંચી છે.  
તા. માહે જાનેવારી સને ૧૯૪૧

ગણત્રી કરનારની સહી

(6) While returning the books after enumeration, they were to be shown summarily in the following form:-

## CENSUS OF BARODA, 1941

## CIRCLE SUMMARY

District \_\_\_\_\_ Charge \_\_\_\_\_ Thana \_\_\_\_\_ Circle \_\_\_\_\_

Serial No. of the Register No. 7	Name of Village or Ward	No. of Books	Serial No. of Block in order of Circle Register	No. of occupied houses	Persons			Literate		
					Total	Males	Females	Total	Males	Females
1	2	3	4	5	6	7	8	9	10	11
			1							
			2							
			3							
			4							
			5							
			6							
			7							
			8							
			9							
			10							
			11							
			12							
			13							
			14							
			15							
			16							
			Circle Total							

The following table gives details of the census forms, books etc., printed which were supplied to the enumerators :-

Serial No.	Name of Item	English No.	Gujarati No.	Total
1	2	3	4	5
1	Enumeration Book-covers			
	(a) for Main Books with instructions ...	2600	12,600	12,860
	(b) for Supplementary Books without instructions ...	340	75,455	75,795
2	Specimen Slip (printed on both the sides) ...	840	72,000	72,840
3	Booklets of Household Enumeration Cards ...	110	...	110
4	Enumeration Forms ...	...	50,000	50,000
5	Block-lets bound with Main Slip-books ...	1,020	66,000	67,020
6	Total No. of slips in all types of enumeration books ...	24,300	3,520,125	3,545,525
7	Household Cards, Total No. of books ...	1,100		
	(1) Main ...	260	12,600	12,860
	(2) Supplementary ...	340	75,455	75,795
8	Circle Summaries ...	1255	3,000	3,125
9	Charge Summaries ...	501	600	650
10	Circle Registers ...	1255	1,500	1,625

∴ English Book-covers contained no instructions.

§ These forms were struck out on Roto.

43. Distribution of enumeration books—Baroda City (31st December 1940) and Mahal (30th December 1940) being the nearest were dealt with  
6 B. C.

the clerks from the rest of the taluk: were specially called and given charge of books. Bhunkatta and Beyt being single towns, books concerning them were sent by post. For special charges of railways and Okha Port the enumeration books were sent by post. How the distribution within the taluk was to be made was carefully explained to each taluk; and between the 30th December 1940 and 8th January 1941, the distribution was completed throughout the State :-

1-1-41	2-1-41	3-1-41	5-1-41	6-1-41	7-1-41	8-1-41
Mehsana	Patn	Amreli	Nasari	Vyara	Dabhoi	Verdol
Kadi	Chitroda	Lothal	Palana	Songadh	Sankheda	Vachoda
Kadi	Harij	Patn	Mahuva	Gandevi	Savli	Savli
Patn	Vijapur	Chitroda	Mangrol	Ramrej	Karjan	Dhadrani
Amreli	N. D. P.	Patn				
Verdol	Chitroda	Patn				
Verdol	Vijapur	Patn				
Verdol	Vijapur	Patn				
Verdol	Vijapur	Patn				

\* As the books were distributed on the 1st of January, the books were sent by the 10th of January by post.

### G. Final Count

44. **Scheme of prizes for good work** — Following the practice of last Census, I approached Government for sanctioning a sum of Rs. 4,000 for distributing as prizes to the good workers. The Government sanctioned the same (*vide* C.O. No. 4/2 dated 20th November 1940). A Vathukum No. 12/1940-41 was also issued in this regard. The following table gives the details of prizes :-

Name of Census worker	No. of prizes	Value of each prize Rs.	Total amount Rs.
1. Taluk Officer Superintendent (Vachoda, Mahuva, and Lothal Census Superintendents)	5	30	240
2. Taluk Census Officers	10	15	150
3. Supervisors	25	10	250
4. Office clerks of Taluk and Sub-taluk	21	10	210
5. House-numbers (1000)	40	5	200
6. Enumerators			
Males	580	5	2,900
Females	10	5	50
<b>Total</b>	<b>694</b>		<b>4,000</b>

45. **All transfers stopped** — To achieve accuracy of work, it was necessary to maintain the same census workers in the same divisions. The Government sanctioned my proposals requesting for stopping of transfers (*vide* C. O. No. 1/1 dated 12th September 1940) with special reference to the Revenue, Police and Education departments. A Circular No. 4 dated 21st September 1940 was also issued in this regard.

Group of Talukas	Pay sanctioned Rs.
1. Cutch, Karjan, Savli, Vachoda	95
2. Amreli and Okhamandal Prants	65
3. Mehsana, Virnagar, Kheralu, Vijapur	50
4. Kalol, Kadi, Debgam, Anarsumba, Lal Mandana, Pethapur.	50
5. Patan, Chanasma, Harij, Sidhpur	65
6. Navsari, Gandevi, Palana, Ramrej	50
7. Vyara, Songadh, Mahuva, Mangrol	50
8. Dabhoi, Sankheda, Talavada, Pethad, Dhadrani.	50
9. Padra, Baroda, Savli	65

46. **Inspectors**—Following the practice of the last Census, the marginally noted establishment of 9 Census Inspectors was sanctioned. They were specially trained and were expected to tour intensively with a view to come in contact with the entire enumerating staff. These inspectors worked from the beginning of December 1940 to the end of February 1941.

**47. Census Holidays** – To utilise the maximum number of Government servants for census work, the Government sanctioned my proposals for observing 28th February 1941 to 3rd March 1941 as Census Holidays (*vide* D.O. No. 2/1 dated 27th September 1940). A Vathukum No. 7-7 dated 11th November 1940 was also issued in this regard.

**48. Census**—Census taking in India hitherto has followed what might be called a composite system in which two very different principles were associated. First there was an enumeration of the persons ordinarily resident at each individual house. This occupied a period of days or weeks and formed the real basis of the record. To this was added a one night final count. This involved, theoretically at least, the alteration of the first record wherever it differed from that of the final night. Only the final results of this one night record were tabulated.

The one night theory suits admirably well for counting a wholly literate population in which each house-holder can become an enumerator. But it is not quite practicable in India where conditions are different. It involves a considerable strain on enumerators and prevents the best use of the existing agencies. It was, therefore, decided at the Census Conference to modify the system of enumeration suitably. Consequently for the 1941 Census, while the prime object of enumeration remained the same as before, namely to count every one, methods were designed to remove former elements of rush and strain and at the same time to express the circumstances actually existing in each Province or State at the prescribed hour.

The main principles of the enumeration system on this occasion were, therefore, as follows:—

- (1) The actual point of reference was sunrise on March 1st, 1941;
- (2) A preliminary run-on count was made with a view to record and enumerate the normal population between the 8th and 28th February 1941 and there was a final check on the 1st and 2nd March 1941 to add on new births and cancel slips of persons who died before the Census Hour on 1st March 1941. Note was made of changes in migration;
- (3) Enumerators recorded at each house all persons ordinarily associated with it during the period of enumeration. Elements in the 'house' population who were temporarily absent were enumerated unless their absence was likely to extend beyond the Census day *viz.* 1st March 1941;
- (4) Enumeration of the 'floating' population was made at hotels, caravansaries, ships, boats etc., wherever such elements were found. But only such persons were recorded at these places as had not been enumerated at their normal residences;
- (5) There was no enumeration in trains of railway travellers. They were enumerated at their residences along with the house population. Persons travelling on the night previous, who were not likely to reach their destination before the Census Hour, were provided with enumeration passes to prevent double enumeration, for which purpose, the enumerating staff was required to pay a final visit before the Census Hour, at about 6 in the evening of the 28th February.

As the difference in time between the Preliminary and Final counts was removed, all census workers in the mahal were busy from 8th February in rural and 13th February in urban areas till the 1st of March. The mahal officers and other charge superintendents toured in their districts doing the work of instruction and inspection. Final count was to be made from the sunrise of 1st March till the evening of the 2nd March. This was well done in most places and the final results poured into the Census Central Office from the 1st of March to the evening of the 3rd March.

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## STATEMENT I

## CENSUS DIVISIONS AND AGENCY

District	Number of			Number of Houses			Number of			Average of number of		
	Cham- bers	Circles	Blocks	Occupied	Unoccu- pied	Total	Cham- bers per Circle	Cham- bers per Block	Cham- bers per House	Cham- bers per Circle	Cham- bers per Block	Cham- bers per House
1	2	3	4	5	6	7	8	9	10	11	12	13
BARODA STATE	96	1,162	11,570	618,014	312,818	930,832	104	1,180	8,466	8,950	789	110
Baroda City with Cantonment	10	12	155	37,500	17,002	54,502	12	50	100	4,000	100	20
Amal	10	20	254	39,141	20,667	59,808	10	51	600	1,000	600	10
Baroda	20	300	3,150	155,710	61,003	216,713	20	100	2,000	2,000	100	50
Mehar	20	400	2,100	262,000	120,500	382,500	20	400	2,000	14,000	100	100
Mahar	15	160	1,500	91,500	10,500	102,000	20	100	1,000	1,000	100	50
Old Amal	5	20	200	9,500	1,000	10,500	5	20	100	2,000	100	5
Baroda	1	4	60	1,400	1,000	2,400	1	4	20	2,000	60	10



# STATEMENT

## NUMBER OF FORMS AND

Division	Enumerators' Slips In thousands		Block Lists In thousands		Circular No. 2 32-40	Forms for Circular 2	Office order No. 1 32-40	Office order No. 2 32-40	Office order No. 2 32-40 with forms	Office order No. 3 22-1-40	Office order No. 5 30-3-40	Circular No. 3 32-40
	Supplied	Used	Supplied	Used								
1	2	3	4	5	6	7	8	9	10	11	12	13
<b>BARODA STATE</b>	<b>3,451</b>	<b>2,911</b>	<b>62</b>	<b>62</b>	<b>104</b>	<b>957</b>	<b>56</b>	<b>56</b>	<b>468</b>	<b>100</b>	<b>60</b>	<b>3,332</b>
Baroda City with Cantonment	153	125	3	3	2	5	1	1	5	1	1	50
Amreli	242	210	4	4	14	95	7	7	42	13	9	284
Baroda	935	822	18	18	32	260	19	19	124	31	17	1,090
Mehsana	1,493	1,090	27	27	26	315	13	13	156	31	17	1,236
Navsari	562	475	9	9	26	250	10	10	114	16	10	607
Okhamandal	50	43	1	1	8	30	4	4	18	6	4	60
Pethapur	8	6	.25	.25	2	2	2	2	2	2	2	5

Division	Circular No. 9	Forms 6 & 6A (combined) Tenement Census excepting City Navsari & Patan	Special Tenement Census form for City Navsari & Patan	Vat Hukam 1 40-41	Circular No. 2 40-41	Census Pro- cedure Code	Instruc- tions to Super- visors Pt. I	Instruc- tions to Super- visors	Instruc- tions to Enumera- tors with practice Slip	Instruc- tions to Enumera- tors (Eng- lish)	Instruc- tions to Charge Superin- tendents
1	26	27	28	29	30	31	32	33	34	35	36
<b>BARODA STATE</b>	<b>200</b>	<b>21,856</b>	<b>4,500</b>	<b>98</b>	<b>5,062</b>	<b>139</b>	<b>1,330</b>	<b>1,187</b>	<b>11,537</b>	<b>68</b>	<b>153</b>
Baroda City with Cantonment	2	...	2,000	1	2,000	6	85	54	551	3	5
Amreli	26	1,640	...	13	283	13	97	90	861	9	17
Baroda	62	6,449	...	31	944	47	386	346	3,184	17	40
Mehsana	62	10,462	1,500	31	1,149	48	554	496	5,130	23	55
Navsari	34	2,835	1,000	16	629	17	173	160	1,563	11	24
Okhamandal	12	380	...	6	57	6	30	31	219	4	10
Pethapur	2	90	...	...	...	2	5	10	29	1	2

## II

## CIRCULARS SUPPLIED AND USED

Circular No. <sup>3</sup> with 39-40 forms			Circular No. 7 39-40	List of Langu- ages	Circular No. 8 39-40 (Gujrati)	Circular No. 8 39-40 (English)	Vat Hukam 2 39-40	Form 5	Form 7	Form 8	Census Calendar
Form 2	Form 3	Form 4									
14	15	16	17	18	19	20	21	22	23	24	25
6,045	879	879	3,922	3,922	3,416	185	2,380	1,205	1,050	1,050	201
700	100	100	140	140	75	2	100	50	50	50	2
369	45	45	318	318	283	26	198	88	93	93	26
1,871	290	290	1,114	1,114	958	48	723	358	288	288	62
2,026	274	274	1,328	1,328	1,138	62	787	468	383	383	63
972	152	152	930 ...	930	875	34	515	215	210	210	34
102	13	13	82	82	77	12	47	21	21	21	12
5	5	5	10	10	10	1	10	5	5	5	2

List of Castes	List of Birth place Districts	List of Occupa- tions	Revised List of Langu- ages	Parwana	Receipts	Circle Summary	Circle Register	Size & Sex Enquiry forms	Enumeration Passes ..	Charge Sum- mary
37	38	39	40	41	42	43	44	45	46	47
2,426	2,426	2,426	3,919	13,051	47,250	2,072	1,069	13,000	46,950	377
118	118	118	158	862	7,200	125	100	1,500	7,100	15
181	181	181	311	958	3,550	116	61	1,389	3,500	23
703	703	703	1,098	3,539	10,950	538	245	2,879	11,000	101
1,020	1,020	1,020	1,345	5,657	14,050	932	488	4,538	14,000	129
330	330	330	911	1,730	10,050	340	163	2,608	10,000	99
64	64	64	86	255	1,150	16	8	86	1,100	6
10	10	10	10	50	300	5	4	...	250	4

NOTE :—(1) Figures shown in column 3 = Actual population + Rejected slips.

(2) Forms other than slips supplied were all used.

(3) Copies of Circulars, Vathukams etc. published in Adnyapatika were not supplied to the census agency.

## STATEMENT IV.—(Concl'd.)

Name of Charge	Number of Posts	Enumerators							Supervisors							N. off.
		Total	Tahsils	School Teachers	Other public servants included, including military men	Non-officials		Number of Circles	Total	Revenue Department	Educational Department	Police Department	Other Public servants			
						Members of Gram Panchayat included	Other private persons									
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15		
Bhambra	411	237	28	173	22	...	4	36	36	6	22	...	8	...		
Maharaja (Maharaja)	427	254	29	183	42	3	...	44	37	4	18	5	10	...		
Maharaja (Maharaja)	...	...	...	...	...	...	...	1	1	...	...	...	1	...		
...	629	354	40	207	116	1	...	59	53	4	31	6	15	...		
...	644	424	51	231	67	5	30	56	55	4	31	5	13	...		
...	697	372	32	231	47	2	...	57	57	4	37	3	13	...		
...	390	232	23	177	29	3	...	33	33	4	16	1	8	...		
Lal Mahal	20	13	3	3	2	2	5	2	2	1	1	...	...	...		
<b>Nawari Division</b>	<b>1,590</b>	<b>1,369</b>	<b>203</b>	<b>770</b>	<b>267</b>	<b>74</b>	<b>55</b>	<b>162</b>	<b>157</b>	<b>19</b>	<b>34</b>	<b>23</b>	<b>78</b>	...		
Nawari (Maharaja)	263	203	28	177	48	3	27	23	24	3	4	4	12	...		
Gandhi	173	172	12	127	15	...	18	18	18	...	10	1	7	...		
Rampur	170	170	20	125	18	7	...	17	17	1	7	3	6	...		
Maharaja	160	161	24	95	10	32	...	16	16	1	5	2	6	...		
Maharaja	225	125	31	43	45	4	2	27	26	3	2	5	16	...		
Palana	110	104	17	77	10	...	...	13	13	3	2	2	6	...		
Singh	234	130	30	25	64	3	5	23	23	6	1	6	10	...		
Vijaya	226	215	32	101	57	25	...	23	20	2	3	...	15	...		
<b>Okhamandal</b>	<b>206</b>	<b>151</b>	<b>15</b>	<b>68</b>	<b>67</b>	<b>1</b>	<b>...</b>	<b>28</b>	<b>28</b>	<b>4</b>	<b>8</b>	<b>...</b>	<b>16</b>	...		
Bhambra	5	7	1	4	1	1	...	1	1	...	1	...	...	...		
...	21	21	1	10	10	...	...	2	2	...	1	...	1	...		
Okhamandal (Maharaja including Pethapur)	177	123	13	54	56	...	...	25	25	4	6	...	15	...		
<b>Pethapur</b>	<b>42</b>	<b>21</b>	<b>1</b>	<b>5</b>	<b>4</b>	<b>...</b>	<b>11</b>	<b>4</b>	<b>4</b>	<b>1</b>	<b>...</b>	<b>1</b>	<b>2</b>	...		

## APPENDIX A

## CALENDAR OF CENSUS OPERATIONS-1941

Serial No.	Kind of Census Operations	Time
1	Census Maps	January 1940
2	Preparation of General Register, of Towns and Villages	15th February 1940
3	Appointment of Charge Superintendents	May 1940
4	Formation of Blocks and Circles	Latest by the end of June 1940
5	Charge Register (showing blocks and circles) to be sent to the Census Commissioner, Baroda	25th July 1940
6	Report about the changes if any, in the area of Mahals and Peta Mahals	By the end of August 1940
7	House Numbering	To be begun from 11th November 1940 and to be completed before 30th November 1940
8	Preparation of House and Block-Lists	do.
9	Corrected return of houses to be sent to the District Census Offices	7th December 1940
10	Corrected return of houses to be sent to the Census Commissioner, Baroda	15th December 1940
11	Testing of House Numbering	From its commencement till the Census day
12	Appointment of Supervisors both for preliminary and final enumerations	15th December 1940
13	Appointment of enumerators both for preliminary and final enumerations	do.
14	Supply of slip books etc.	January 1941
15	Training of census staff	From September 1940 to 7th February 1941
16	Preliminary enumeration	
	(a) in villages	8th February to 28th February 1941
	(b) in towns	13th February to 28th February 1941
17	Testing of enumeration slips	From the beginning of preliminary enumeration till the 2nd March 1941
18	Final enumeration	1st March to 2nd March 1941
19	Enumerator's Abstract	As early as possible after the final enumeration round is over, but not later than the sunrise on the 3rd March 1941
20	Circle Summary	As early as possible in the morning of the 3rd March 1941
21	Charge Summary	do.
22	Provisional Totals	Should be telegraphed so as to reach the Census Commissioner's Office at Baroda, not later than the evening of the 3rd March 1941.

NOTE:—The time limit must be very punctually observed.

## APPENDIX B

## APPENDIX B

## ANALYSIS OF TOURING BEFORE THE CENSUS

Month	Days Travelled	Towns Visited	Villages Visited	Inspection of Census Daftars	House Numbers Examined	Census Books Examin- ed	Meetings, Conferences held, and lec- tures given	Talks, Depu- tations or Re- presentations met
1	2	3	4	5	6	7	8	9
(A) BY THE CENSUS COMMISSIONER								
1939 December	6	2	...	...	...	...	...	...
1940 February	10	1	2	...	...	...	3	...
March	5	3	...	...	...	...	2	4
April	7	3	2	...	...	...	5	...
May	11	6	...	...	...	...	...	2
June	9	3	1	...	...	...	3	4
July	6	3	1	...	...	...	3	2
August	12	4	2	...	...	...	2	2
September	16	4	5	...	...	...	2	...
October	13	6	3	2	...	...	2	1
November	20	9	15	4	...	...	4	2
				7	1,304	...	15	2
				52 House- Lists				
December	8	3	41	12	1,338	...	14	...
				159 House- Lists				
1941 January	2	1	15	...	...	...	15	...
				15 House- Lists				
February	18	24	152	5	...	270	16	5
<b>Total</b>	<b>143</b>	<b>72</b>	<b>239</b>	<b>30</b>	<b>2,642</b>	<b>270</b>	<b>86</b>	<b>24</b>
				226 House- Lists				
(B) BY THE ASSISTANT CENSUS COMMISSIONER								
1940 June	4	2	...	2	...	...	5	...
July	1	1	...	2	...	...	2	...
September	3	1	...	1	...	...	1	...
December	19	12	27	7	9,839	...	17	...
1941 January	2	1	2	...	...	...	1	...
February	18	16	19	2	200	1,046	8	...
<b>Total</b>	<b>47</b>	<b>33</b>	<b>48</b>	<b>14</b>	<b>10,039</b>	<b>1,046</b>	<b>34</b>	<b>...</b>

## APPENDIX C

Minutes of the Proceedings of the Census Conference held on the  
20th to 22nd February 1940*Tuesday, the 20th February 1940*

(First day)

All members were present when the Hon'ble Sir Reginald Maxwell opened the proceedings by a speech reproduced below.  
Gentlemen,

This Conference marks the beginning of real activity in the enterprise to which you have set your hand, and I therefore wished to meet you at the outset in order to wish success to your labours and to tell you of the great interest with which the Government of India will await their outcome. We may all think ourselves fortunate that in the midst of war we here in India are able hopefully to plan for the accomplishment of a great operation of national interest so typical of peace time as the Census. I sincerely hope that it will reach its conclusion in an equally peaceful atmosphere..

As you know the census which you are to put through has had, so far as British India is concerned, its moments of recent anxiety and we are all I think relieved that enumeration is to go ahead and that the great administrative feat represented by the all-India census is to continue. Changes in system are contemplated and other developments are in question. This conference is itself an innovation, one on which our Census Commissioner has from the first set great store, since it enables him to bring the Provincial and State Officers into acquaintance and discussion before, instead of after the main work begins.

As we meet today we are looking towards yet another of those great enumerations which have brought India so much credit in the past. They have represented in the truest sense an all-India effort, for all-India has taken part, Governments—central, provincial and State,—and their servants; local bodies of all sorts and private citizens by the lakh. Much depends on how this enumeration goes through, how much provincial and other systems can be employed and, with the maximum of convenience and economy, how much the census can be linked up with continuing features of the national life. I look to you confidently to do your share, and to help to the best of your ability the Census Commissioner in his onerous and responsible task. I now leave you to your work and I trust that you will find this conference in every way helpful and stimulating.

2. *Non-simultaneous enumeration*—Discussion on non-simultaneous enumeration occupied the whole forenoon and a great variety of useful comment was forthcoming. The Census Commissioner explained the reasons which led to the adoption of the non-simultaneous system and added that while the fetter of a single night had been removed what was envisaged, at any rate as an opening point for discussion, was an enumeration based on the place where an individual is found rather than on his provenance.

It was urged however that usual residence is a circumstance well understood in India and that it would be preferable not to enumerate casual visitors at places where they happened to be but leave them to be recorded by the enumerator of the area of their ordinary residence. The Census Commissioner thought this left an undesirable latitude and opening for error while the past theory and practice of Indian Census would accord better with a system which directed the enumerator to write down the persons found at the time of his visit. Undoubtedly in most cases the enumeration is based on information given by the householder, not on an individual questioning of every person returned, and inevitably the householder's statement was decisive in regard to the record of persons not seen by the enumerator. This however was a different matter from basing the enumeration system on a theory of normal residence which would lead to many complications in sorting; and in any case an allocation of the population on this basis in tables could not be contemplated. On the other hand, we should make the utmost use of local experiments in methods as well as in the actual tabulation of results. In a country of the size of India, variety of conditions, personnel, etc., were inescapable and the whole object of the new system was to make the fullest convenient use of whatever skills, systems, etc., exist. The dimensions of the country make large scale experiments in methods difficult; but this has enhanced the desirability of smaller experiments wherever practicable.

3. It was suggested that conditions in the east of India would not afford the same experienced and amenable local agencies for enumeration and that therefore a longer period should be given, the figure two months being mentioned. Other provinces were content to abide by the two weeks of the original tentative suggestion. This illustrated the local variety to which the Census Commissioner had referred and this part of the discussion ended with an agreement that each member of the conference should reflect on what in all circumstances would be the desirable minimum period for the enumeration in his province or State, regard being had to the fullest convenient use of existing systems and competent agencies; and the desirability, other things being equal, of having the enumeration within as brief a period as possible. It was pointed out that on the length of the period depended to some extent the amount of statistical provision that would have to be made for adjusting births and deaths to the central date and for prevention *e. g.* of double enumeration, etc.

4. A substantial body of opinion felt whatever the total period allotted for enumeration it was not desirable that it should extend long after the central date for a variety of reasons among which was the possibility of effacement of the entries and the general consideration that once the central date is passed it was better that the enumeration material should be brought as soon as possible into official custody. It was pointed out however that the matter of deterioration could be met by the supervisor taking over each completed book found satisfactory without waiting for them all to be collected at a single time after the closure of the enumeration period.

5. The non-simultaneous method contemplates a single process, not two distinct stages of preliminary and final as in the past. On the other hand there is nothing to prevent an enumerator who is prepared to make a double round from doing so, or to prevent the fullest use being made of whatever local flexibility and interest suggest. It was suggested that the new system contemplated a progressive check as it were and that therefore while the enumerators could be less, the supervisors should be more. On the other hand doubts were expressed about the advisability of bringing in a large number of supervisors; since often errors, or worse, were rather to be laid to their charge than to that of enumerators. It was generally agreed that whatever competent and convenient

agencies existed for supervisors should be used and that no question of restricting this function to revenue staffs arose. In fact it is important that all branches of the administration should be brought in and that everyone as it were should do his bit.

6. Both as regards enumerators and supervisors the effect of the change is not to rule out non-official aid but to alter the emphasis; in the past the restrictions of a one-night system meant that inevitably large numbers of outsiders had to be brought in to fill the cadres, whereas under the new system we start from the other end, *i. e.* the fullest use is made of existing administrative agencies but to this may be added suitable *and reliable* outside helpers where this is possible and necessary. The Census Commissioner stressed again his desire to make the enumeration as flexible and as expressive of the provincial or State systems as possible. Far from deprecating a certain amount of provincial variety in methods of application, he contemplated such variety as almost the inevitable consequence, if proper use was to be made of existing conditions in order to make the census a painless by-product.

7. It was agreed that the general principle to be adopted in regard to the limited amount of simultaneous enumeration that will have to be carried out, could be that wherever possible wandering tribes, vagrants, etc., should be enumerated within the ordinary blocks. This would reduce the simultaneous enumeration to ships in harbours, hotels, and boat traffic on the larger rivers, and possibly one or two other features which Provincial and State Superintendents will be able to determine. The headman of each wandering tribe so enumerated would be given a pass to prevent any subsequent count of his troop. It is not desirable to have any widespread system of non-enumeration passes, but this would be a very limited feature. So far as hotel residents were concerned the general impression was that persons of this standing ought to be able to avoid a second enumeration without the assistance of a pass. The non-simultaneous system removes of course the difficult features of railway enumeration, fairs or festivals, etc. In the latter case normal enumeration would avoid the particular period affected by the fair aggregation. It obviates also any question of enumeration of troops on the march and the Census Commissioner said that wherever possible he hoped to dispense with statutory rules on particular aspects and bring all these into the general instructions by separate paragraphs.

8. It was suggested that political interests might, if the town and rural enumeration periods differed widely under the system of enumeration of persons actually found, lead to an exodus of interested parties from town to country in order to be enumerated at both places. The point is one of some interest, although it was generally felt that such problems were likely to be of local rather than of general importance and could best be dealt with by the Provincial Superintendent taking such measures as were called for by the particular circumstance of his area. Ordinary considerations would advise completing urban as indeed, any, enumeration in as brief a period as possible.

9. It was suggested that 6 A. M. was not the most suitable time for the simultaneous enumeration or for the reference point of births and deaths. Sunset or sunrise was considered better and more readily intelligible to the enumerating agency. So far as such enumeration is concerned the event is really that of a particular night and it was generally agreed that enumeration should base itself generally on presence on the night before the actual record was made. So far as record of births and deaths was concerned the actual hour chosen is of minor importance and if a term like sunrise or sunset is



preferable to the specification of a particular hour then there is no reason why it should not be adopted. Since actual hour of birth is not generally recorded in Indian statistics sunrise would possibly be a better term than 6 A. M.

10. Mr. Lambrick remarked that the preparation of house lists should enable a record to be made of the number of persons present then and this record would be a useful check on any subsequent wide divergences recorded. This point is worthy of serious consideration and application and one of the Census Commissioner's reasons for desiring a continuing house list was precisely to meet this consideration. Whatever local records, etc., in existence indicate, so to speak, the normal population should be consulted.

11. There was some reference to the desirability of intensive training of enumerators. This of course is clearly connected with the possibility of limiting their numbers. It was suggested that an enumerator need not necessarily be allotted a particular number of houses but simply a certain local region. These are really matters for local decision, bearing in mind the desirability of making as full and flexible use as possible of local agency.

12. *Village statistics*—The Conference re-assembled at 2-30. The Census Commissioner said that he would like the possibilities of developing village statistics to be investigated and the incorporation in them of significant local details such as market days, festivals, particular manufactures or industries, and any other items of note. Early consideration was necessary because under a hand-sorting system it was necessary to know in advance what village statistics would be produced, if full advantage was to be taken of sorting economy. Moreover, the collection of local details, as distinct from population features, could usefully be done at the time of preparation of the house-list. It would be necessary for Provincial Governments to pay for the production of these village statistics but the amount involved was not great and the convenience and value were pronounced. A copy of a typical volume of Madras village statistics was handed round and Baroda and Hyderabad representatives gave instances of the practice of their States in this useful direction.

13. The Census Commissioner said that he would like all possibilities to be considered of securing the continuation on even a small scale and the upkeep of this village detail as a first step towards a regular maintenance of population and connected detail as distinct from the periodical convulsions of the census. There were doubts expressed as to the practicability of this but the point was really one, as he explained, put before them for consideration. The decision on practicability might be adverse but it was desirable to get new possibilities into the region of discussion; it was by such methods that advances and improvements were secured.

14. *Cattle census*—The Census Commissioner said he had often thought that details of animal population in a village might easily be secured at the time of the population census. He had had discussions on this point with the Mysore Superintendent in January and Mr. Krishna Rao informed the conference that the Mysore Government had decided to take a census of cattle along with the population census. This was a most valuable experiment in methods and the Census Commissioner hoped that it might lead to a greater rationalisation of the whole system of collecting this kind of information.

15. *Urban classification*—The matter of urban classification then came under discussion. The real point of difficulty was agreed to lie in the varying application of the category 'municipality'. It was agreed that while all units could proceed as in the past, they should, in addition, extract this time an urban-rural ratio based on the population of places with 5,000 population or more appearing in the list of towns. These ratios would form an interesting subject for Provincial and State comparison.

16. *Vital statistics*—Dr. Raja, Assistant Public Health Commissioner, then gave an address to the conference on vital statistics and the methods in which the census operations might be used in order to facilitate special enquiries and incidentally produce other information of value to the census. The substance of his recommendations is given in the appendix. In the discussion that followed it was generally agreed that where health-units existed it might be possible to secure the kind of check on age determination suggested by Dr. Raja, while, in general, the feeling was that subject to the Provincial Superintendents having final discretion as to the degree of any such association and the inception, or conduct of any such special enquiries, every possibility of exploring new ground by using organisations with special knowledge or contacts should be adopted.

17. The Census Commissioner remarked that in his view the approach to vital statistics in this country could be sensibly improved. There was too much reliance on outside agencies or on compulsion; for when it was a matter of a poor man losing a day's pay or at any rate being put to considerable difficulty in getting a report through to the proper quarter, it was no use making him technically punishable for the default. He himself would prefer a different approach, namely, to make it as easy as possible for the parent to make the report and to do everything possible to arouse in parents' minds that a birth certificate was an excellent thing. Once the parents of India are convinced that their children must have a birth certificate, they will give the authorities no peace till they get it. Whatever census officers could do to help on such new approach would be of great value.

*Wednesday, the 21st February 1940.*

(Second day)

*Enumeration pad and problems connected with it*—The Conference opened this morning at 10-15. The whole morning was occupied by a discussion of the enumeration pad and problems connected with it. The Census Commissioner explained the reasons leading to the form and contents of the pad, the need for economy, the inability to be sure of coloured paper in the quantities desired, the variation of Indian language and a desire to save as much as possible the scriptory labour imposed on the enumerator, particularly in the matter of recording repeating or even constant details such as charge and circle number. He mentioned a letter he had just received from the Controller of Printing and Stationery, with whom he had been in touch for some time over the details relating to the pad, which apparently implied that unless the rotary presses at the Government of India Press in Calcutta could be used it would not be possible to handle the whole job and that for economic use of the rotary press straight runs of one or two million were desirable. He will have a further discussion with the Controller when that officer returns to Delhi in the near future and had arranged with Mr. Dutch to see him in the interim when he returns to Calcutta after the conference; but provisionally the alternatives seem to be either breaking up the printing between provincial presses or restricting the code detail imposed by the press to the first two elements.

2. He explained that in his negotiations with the Controller he had been enabled to secure a discretion for Provincial Superintendents in regard to all printing other than that of the pads subject to calling for tenders and submission of bills for counter-signature before audit. Distribution of the printing of pads might affect this arrangement, which he was most reluctant to disturb as it promised to introduce flexibility precisely where

it was necessary. Consequently it became important to know whether in the event of printed local detail being limited to tahsil, it would be possible to impose either by the enumerator or other local agency, the charge and circle detail. He pointed out that this detail would *ex-hypothesi* be invariable for any particular enumerator. After some discussion in which the Census Commissioner emphasised that there was no necessity for provincial uniformity of method provided the object, *i. e.*, local detail on each slip, was secured, the conference concluded that such application by local agency was practicable.

It was suggested that the local detail might be applied by a rubber stamp and the Census Commissioner thought that even a date stamp could be used for this purpose. In any case the objective was clear and methods could be varied to suit local convenience. He emphasised again the importance of securing wherever possible, experimentation in methods as an important element in making the best advantage of the census period.

3. Mr. Lambrick said that Urdu enumerators would write everything from right to left but it was explained that it did not really matter on which side of the code number the charge and circle details were applied, in the event of the enumerator having to do so, he agreed that this circumstance did not rule out the use of the uniform pad in such areas. It was agreed however that certain minor modifications might be made in order to avoid the possibility of confusion on account of this circumstance and consequently,—

(i) the letters y and m will be omitted in the age rectangle.

(ii) (a) and (b) against question 11 will each be shifted along in order to permit of the answer being written on either side.

4. It was considered desirable to have the house number on every slip, although this meant an extra piece of writing by the enumerator, since it would facilitate check. It was agreed that an asterisk should be printed on the form above the 1 of question No. 1 and that against this asterisk should be entered the house number and the enumerator's letter as A./45.

5. It was suggested that enumerators might prefer to write the village name in full and in various ways prefer to avoid the use of symbols and contractions. The Census Commissioner said that whereas there was no compulsion for such practice and a provincial discretion in method had always been contemplated, he did desire these departures at least to be given a trial in suitable areas. He felt difficulty in believing that men of average intelligence, such as the bulk of enumerators could reasonably be considered to be, were incapable of applying a new idea. This did them less than justice and it was at least necessary to make a trial; unless an attempt was made the capacity could never be determined. He wished therefore the trial to be made although he was prepared to accept provincial officers' discretion as to the extent over which it should be tried.

6. Mr. Mazhar Hussain suggested that it was desirable to make some positive entry for sex in addition to the provision for cutting off the corner. This suggestion found approval and the Census Commissioner commented that it accorded with the sound general principle that the enumerator should have to do something at each question. Consequently whenever a man is enumerated, the enumerator will be directed to enter the initial letter of the word for male, *i. e.*, 'm' or the corresponding letter in an Indian language, in the bottom right hand

corner. Where a female is concerned it is a question either of cutting the corner or entering the initial letter for 'female', *i. e.*, 'F', etc., in the same place. It is not necessary or desirable to do both; which is chosen could be left to local discretion. Some doubts were expressed as to the enumerators' capacity to tear off the corner neatly or even accurately. The Census Commissioner stated that he wished at any rate this experiment tried. If successful this method would produce from the outset differently shaped tickets; but again he did not insist on universal application if a Provincial Superintendent in due discretion decided otherwise but he would like it tried out, because unless a trial is made the capacity in this direction can never be anything beyond an assertion or denial. Incidentally the word "tear" should be replaced by "cut"; it is desirable to avoid any invitation to carelessness.

7. Mr. Lambrick asked whether there would be any objection to the enumerator reserving books for Hindu or Muslim enumeration as this would introduce a useful sorting element from the beginning. He admitted that it seemed likely to involve wastage of slips. The Census Commissioner said he had in mind something of this sort in the original design for pads but that difficulties of indent had arisen and the major difficulty about coloured paper had really settled the issue.

8. The larger the block, he thought, proportionately the less would be the wastage of slips. He contemplated that the wastage of slips can be reduced by supervisors removing from a finished book of one enumerator unused slips which could be allotted to another. It was important that no enumerator should in any circumstances remove a slip from a book but there is no reason why a responsible supervisor should not in the need arising to do so; though even here it should be regarded as a process to be done with care and check of numbers. On the other hand, he was here as always in favour of experiments in methods. These had been too limited in the past and this particular experiment if carried out would be of great interest and value. The enumerator could affix a green label to a book reserved for Muslims and if any slips remained unused these could either be removed by the supervisor as suggested above or would remain in the book, the book itself remaining as a whole Muslim.

One point of interest here is that such a system is applicable only to a two-way division, *i. e.*, major community and others, since obviously it would not be possible to allot books to minor communities such as Christians, Parsees, Jains, etc.

9. The Census Commissioner then described the system of indent and the two forms, copies of which were provided for each officer using the system. It was suggested that not all provinces, *e. g.*, North-West Frontier Province, Orissa and Sind, would have districts going above 8 or less but the Census Commissioner said this had been understood from the outset and that this would not affect the dimensions of the run. He added that United Provinces' large number of districts would have to be provided for in the code key by an extra typed sheet but that the pads would be run off even for these higher district code numbers.

10. The Census Commissioner explained the flexibility of the code system. In essence this is an identifying detail. A great majority of code entries will have a local translation in every province or State using the system. Where a large number of small States are concerned it would be the function of the Superintendent to group these into a system corresponding more or less in dimensions to the divisions of an average British district, tahsil, etc. For example he suggested that the Central India States could probably be usefully

treated by regarding each individual agency as a district. The code number within that area will identify the State or portion of the State in question. On the other hand it will be possible also for exceptional districts in size like Mymensingh to take two headings in the first item of the code, if convenience indicates accordingly. It is important to remember that although for convenience of description the words "district" and "tahsil" have been applied to the first two elements, it is the code itself rather than the particular nature of the application given to it that is the primary phenomenon, *i. e.*, one decides the system of differentiation and then applies existing administrative details to suit it.

11. There was a good deal of discussion about the need for practice. The Census Commissioner said that he thought past practice of doing the entire enumeration in rough beforehand arose from the circumstance of the former system when a complete record had to be carried round in the course of one night and alterations, etc., were to be made in it, particularly when one had in mind the rush afterwards for provisional totals. There was also the fact that in the past Provincial Superintendents had joined duty and been plunged at once into the thick of preparations against time, with a natural tendency to go on past practice. He found it difficult to believe that the average enumerator would not acquire after a certain amount of practice a considerable degree of facility in handling these pads. He contemplated thorough training practice beforehand and further practice afterwards if necessary on the first sheets of the pad itself. It is possible to practise these entries on any kind of paper, provided the numbers are written down. Any practice entries in the actual pad would be examined by the Supervisor or other training agency and could then be cancelled by a blue line or other device under the Supervisor's initials. The first entry of the actual enumeration would go below the last cancelled practice entry. These practice sheets should not be torn off as they would act as protection over the first pukka entry.

12. On the matter of indent, the Census Commissioner said the provinces in their indents should apply previous population *plus* say 15 per cent increase *plus* such allowances for waste as seemed reasonable. It was important not to make a too large provision at the outset because this would not tend towards economical use but the reverse. It would be far better to make the indent on the basis given *i. e.* 15 per cent increase in population *plus* one pad per circle or possibly 2, and rely on training and confidence to make the best use of the material. As a last resort a Provincial Superintendent could always, such was the simplicity of the pad, borrow from another area or have a few extra struck off. This would have to be carefully supervised and intimated to the Census Commissioner, but such a method was more likely to enforce economy than profuse indents at the outset.

13. It was suggested that smaller pads of 50, should be made or pads of two sizes, 100 and 50 respectively. The Census Commissioner explained that the latter practice would break into the quick run which was essential for the press, while the former would lead to more expense in the backing and binding and possibly in freight. With bigger blocks and the provision for transferring slips he mentioned, he had contemplated the 100 book as adequate and the general feeling of the conference supported this.

14. It was suggested that a blank sheet over the front of each pad would help to protect the top of the pad and could be used for local entries or provisional summaries, etc. This point will be considered.

15. The Census Commissioner explained the contemplated system of distribution, *i. e.*, by his own agency under the supervision of Mr. Dutch, despatching direct to tahsil headquarters in bundles of 1 maund or approximately 8

circles. A certain uniformity of size of circles has obvious benefits here. It was agreed that these should be sent carriage paid as it would facilitate the taking of delivery at taluk headquarters.

16. *Local Printing*.—On the matter of printing Mr. Sahay asked about the position of Government Presses. In certain cases it might be convenient or even essential to use these presses but on the other hand they do not offer lenders and therefore could not come within the scope of the arrangement between the Census Commissioner and the Controller of Printing. The Census Commissioner agreed to take this point up with the Controller and arrive if possible at an agreement that where it was essential or highly advisable that local Government Presses should be used, this might be done. The Census Commissioner remarked that where a local Government Press does not charge the Government of India a differential rate, such an agreement was more likely to be forthcoming.

17. *Circulars and Instructions*.—The Census Commissioner explained that in his view instructions from the centre to the provinces, or for that matter from Provincial Superintendents down to enumerators, should be kept to a minimum. The printed word was apt to be taken literally when the executive agent was at a great distance from the source of instructions. He thought that we should do everything we can to encourage the realisation in the enumerator of what is after all the fact that we are relying on him to apply his own intelligence and local knowledge to secure this information. For this reason he did not contemplate sending out a formal code from the centre or statutory rules for particular phenomena such as defence forces, etc., unless these are unavoidable. He would prefer to issue as it were a sequel to his original "General Scheme" for the census, covering all the points on which policy and interpretation were involved and leave it to provinces to determine the detailed methods of application. After all, enumeration was a local phenomenon, a field process, and to get the best results in the field the men engaged in the struggle should have as much discretion on tactics as possible. Objectives are determined so to speak by the high command; tactics are a matter of local and varied circumstance.

18. *States and Enumeration pads*.—Capt. Wreford asked whether States would be covered by the pad system. The Census Commissioner said that he had gone on the assumption that the larger States which in the past had made their own arrangements would continue to do so. But if a State desired to enter this system a definite application would be required and a consultation with the Controller of Printing. The dimensions of the job are already very large. Unless therefore Kashmir or the other larger States apply to come within this scheme he would go on the above assumption.

19. *Size of house-list and booklet of instructions*.—Mr. Mukerjee suggested that the house-list should be made into the same size as the enumeration pad and the contemplated booklet of instructions for which the Census Commissioner had suggested octavo size. It was agreed that the enumerator would probably take the house-lists round with him but the form of this did not seem necessarily to depend on that of the enumeration pad.

20. *Questions*.—The Conference met at the C. C.'s house at 5-30, and sat till 8-15, the subject of discussion being the list of questions proposed.

Question 1 called for no comment and 2 had already come under discussion. The vexed point of the Community question came in for a thorough and prolonged examination. The Census Commissioner said that in his opinion tabulation of Indian castes on any complete scale was out of question from the point of view of cost, even if it was practicable on other grounds apart from the main branches such as Brahmins, on account of the wide variations in nomenclature observable on every hand. In any case, the census was a large-scale

blunt instrument and had done all it could ever really produce in the direction of caste study and it was desirable that limited funds should not be lightly expended on unnecessary objects. Strong desire was expressed from the North-West Frontier Province, Punjab and Sind for a record of Muslim tribe and it was remarked that any treatment of certain internal question depended on tribal populations. The Census Commissioner said that no tabulation could really contemplate more than broad lines—e.g., Brahmanic Hindu, other Hindu, scheduled castes and primitive tribes, on the non-Muslim side and asked whether the community question could be put on these lines—Brahmins, non-Brahmins, etc. The general view was that such a question would be misunderstood and lead to difficulties.

Another point sponsored by Bihar concerned the tribal areas, *viz.*, if no specification of tribe was taken the tribal position would be completely swamped and disappear under the term 'Hindu'. This was admitted as a genuine point. The Census Commissioner asked whether the question of religion could be omitted, since in that case a straightforward caste or tribe query could be used, the caste answers being tabulated to give the Hindu total, the tribe returns giving the tribal total and so on; in such a situation there would be no religion returns to mask or give scope for dispute regarding the true tribal figures. This was admitted, but the general opinion was that the omission to ask the question about religion would be misunderstood. In the result, therefore, the Census Commissioner said that with reluctance he would have to recommend to the Government of India to ask two questions—(1) race, tribe or caste and (2) religion. But that he would couple with this a condition that there was no contemplation of a tabulation of individual caste and that the form of question was being adopted merely as an administrative measure to facilitate the extraction of detail otherwise required. It was suggested that Provincial Superintendents might make use of the same argument to discourage the wearisome screeds that afflict every census officer about this caste question.

21. *Question 5—Civil Condition*—The Census Commissioner explained the theory of the symbols, *i.e.*, for an unmarried person nothing has happened, therefore, a 0 is put; for a married person something has happened, hence, a  $\sqrt{\phantom{x}}$ ; for a widowed person the happening has been cancelled and no longer exists, hence a  $\times$ ; while for the divorced person any distinctive symbol, preferably the first letter of the word 'divorce' would be understood. This was generally agreed to.

22. *Question 6—Age*—It was suggested that where a child's age, of less than one year, was given in months the figure might be mistaken for years and it was agreed that in such cases the figure zero should be entered for years. In other words, there should invariably be an entry for years whether that was a zero or a positive figure. It was suggested that *shishu* might be inserted for ages below six months but it is preferable that since in such cases the number of months is probably known, this figure should be entered with, of course, a zero for the years.

23. *Questions 7 and 8, i.e.—Age of mother at birth of first child and number of children*—It was agreed that the order of these might be reversed: consequently Question 7 will now be "Number of children born to a married woman" and No. 8 "Her age at birth of her first child". \*

*Question 7*—It was agreed that the number of surviving children should be asked and entered in brackets after the total number given in response to the question. \*

\*At the suggestion of the Census Commissioner, Baroda State.

*Question 8*—It was suggested\* that the sex of the first child born should be ascertained. It was agreed that this could possibly be done but that the value of the answers would depend upon a return of the sex of the other children. It was the general opinion that this latter point could not be elicited in practice and consequently it was not necessary to proceed with the suggestion about the sex of the first child.

24. A decision on this point had been prefaced by a considerable general discussion in which the Census Commissioner had explained that in his view matters of this sort ought to be a feature of the ordinary registration of births and that he hoped by means of this census departure to put across the consequences of this lack. Undoubtedly a single census determination could not take the place of a continuing series of regularly appearing data but it would represent at least the appearance of some information in a field that hitherto was entirely blank. He was not prepared to contemplate an optional enquiry. It was either a matter of putting it among the regular questions or dropping it altogether. If any reasonable simple treatment was to be possible the original net must be thrown wide and advantage taken of the momentum as it were of the census enquiry. Mr. Lambrecht said that it would be useful if for explanation to enumerators they could have a brief indication of why this information was sought in the census and the Census Commissioner promised that this would be given. He explained that if e.g. in the N. W. F. P. it was felt that either or both questions could not safely be asked he would regret such a decision and doubt its wisdom, but as a practical measure it could be given effect to merely by saying in the instructions to the enumerators in that province or area that question 8 and so need not be asked. This is one of the illustrations of the flexibility of the new pad system.

25. *Question 9*—There was some doubt expressed as to the practicability or desirability of this question, and some reference to the word "earner". The Census Commissioner explained that his approach in this question has been deliberately from the dependent point of view, the word "earner" being extremely difficult of explanation and definition to an enumerator. He attached some importance to retaining the concept of a person partially dependent since he felt that this type of contributor to the resources of Indian households might be much more numerous than was realised. In any case he suggested that unless new methods and new approaches were tried their efficacy or value could never be tested. Undoubtedly there would be difficulties of interpretation, but this applied to every census question and every census officer could be sure that hypothetical conundrums would pursue him up to the very enumeration moment. It was important, he felt, to develop in the enumerator an appreciation and acceptance of the fact that reliance in the last resort was on his understanding, local knowledge, and experience to bring in the information. It was suggested that the question might relate solely to adults but on further discussion this was dropped. Mr. Marar, for example, brought out the fact that children in Assam contributed substantially to the family income. It was decided that the definition of a partially dependent should be "someone who contributes in cash or kind towards the support of the household without being definitely capable of supporting himself." It was suggested that contributions in labour might also come in but the general opinion of the Conference, after some discussion, was against this. It was agreed that the answers to this question should be ✓ meaning wholly dependent, 'P' (or corresponding initial letter of the Indian word for 'partly') to represent partly dependent, and a cross to represent not dependent at all.

\*At the suggestion of the Census Commissioner, Baroda State.



26. *Question 10*—It was generally accepted as a desirable feature.

27. *Question 11*—This also came in for some criticism but the final outcome was a general approval of this as a new departure which might prove of considerable value and so in any case worth trying. The Census Commissioner pointed out that the answers to (b) in this question would bring in the idea of labour contribution. In discussion instead of 'members of family' it was agreed that 'members of household' might produce a more clear understanding of the point at issue.

28. *Questions 12 and 13*—Here again there was a certain amount of doubt but the Census Commissioner explained that there was a great deal not known about the true dimensions of unemployment in India and the census was being regularly called on for help. We could not help unless we tried and this was one approach contemplated. The questions were simple and the concept involved such as an enumerator could understand. It was essential anywhere, but above all in a question of this sort, not to burden the enumerator with quasi-technical definitions. He explained that the reference to the last week of February was in order to exclude the casual labourer, whose presence in any such return would undoubtedly cause difficulties or vitiate it altogether. He pointed out the importance of the fact of active search or at least desire for work and the final conclusion was that the questions should be as follows:—

*Question 12*—Are you in employment now? (Affirmative answer ✓ and negative answer ×).

*Question 13*—(Only to those who reply in the negative to Question 12).

Are you in search of employment? To those who reply in the affirmative the further question will be put—How long have you been in search of it?

29. *Question 14*—It aroused little comment. At first it was suggested that the means of livelihood might be restricted to two—principal and subsidiary; but the final opinion was that it was better to leave it in the simple form stated for the enumerator to put down the answers given.

30. *Question 15*—Undoubtedly the majority of occupations or means of livelihood would be regular in the sense that they will operate throughout the year but it is precisely with regard to the non-regular employments that it is desirable to see if the census can be used to throw further light on a very obscure problem. It was agreed that agricultural means of livelihood should be treated as regular and an instruction might be given to this effect. The question itself should be restricted to a subsidiary means of livelihood or that of a person shown as partially dependent in reply to question 9. The full instruction and question should run. "Question 15 (only to be asked in regard to means of livelihood of a person shown as partly dependent against 9 or any subsidiary means of livelihood returned by other persons in 14.) Does this means of livelihood exist throughout the year? If not, for what part of the year?"

*Thursday, the 22nd February, 1940.*

(Third day)

The conference resumed at 10-15 A. M. All members were present.

2. The discussion of the list of questions was continued.

3. *Question No. 16*—The Census Commissioner explained that the object of this question was to see whether an approach can be made through the census to the question of associated or organised employment. At the 1931 census a formal question had appeared relating to "Organised industry"; the returns to this had not been tabulated owing to the need for economy but in any

case were probably not worth tabulating, such was the difficulty in getting this concept across to the ordinary enumerator. His approach this time had been to put the question in the simplest of terms which the ordinary enumerator could be expected to understand, keep him as free as possible from complicated definitions, and then try to exercise our selection at the abstraction stage. He added that only remunerated employment was in question and indeed the remuneration could be restricted to cash remuneration.

4. It was suggested that the use of the word 'employer' and "his" business might lead to omission to record employment by a company etc. The form of question could easily be expanded to meet this. Thus "If you are employed for cash remuneration what is your employer's business?" The instructions could of course point out that the word employer covered a company etc., and the general feeling was that the original form of the question might be left, with an explanatory entry in the instructions.

5. There was a variety of discussion on this question, many hypothetical conundrums being evolved with that readiness which attaches inevitably to the discussion of census questionnaires in every country. The Census Commissioner explained that he did not contemplate any treatment of domestic service or agriculture in the returns to this question, and the opinion was expressed that these two might be excluded from the beginning. On the other hand it would probably be simplest for the enumerator to ask the question and record the answer, untroubled by considerations of what he has to exclude all necessary treatment being done at the abstraction stage. On the other hand, on a final reflection in view of the large number of agricultural and domestic service returns that may be expected it would probably on the whole save the enumerators trouble if we tell him from the first in the instructions that this question need not be put in regard to occupations of domestic service or agriculture.

6. *Question No. 17*—The suggestion was made that in order to bring the use of a  $\checkmark$  into exact equivalence with 'Yes' the question should be in the form "Were you born in this district? If not, in what district?" with the instruction that where districts outside the province were given the province or country should be named. The Census Commissioner explained that even if we do not proceed to tabulate on the basis of particular districts within the province or State, it was a convenience to have the question in this form; since over 90 per cent of the inhabitants of most districts have been born within it, this form of question will enable the enumerator to record the answer in over 90 per cent, of the cases by the quickest possible method, *viz.*, a  $\checkmark$ . If a man admits to have been born within the district of enumeration, he has *a fortiori* been born within the province or State.

7. *Question No. 18*—The necessity for this question and the use of the term mother tongue was generally accepted.

8. *Question No. 19*—The Census Commissioner explained the reasons for the prescription of Indian languages in common use, since the last census had shown an unfortunate tendency to produce in answer to this question the record of linguistic attainments of no importance in the life of the region. He explained that the object of this question was not to investigate individual knowledge, but the facts of ordinary life in the particular region. Hence the importance of the words "in common use"; it would not be enough to say "known" or "spoken", since neither of these terms would bring out the essential criterion. On the frontiers of India it may quite easily be the case that a non-Indian language is in common use and in such regions this fact should of course be brought

out. This is a matter for the Superintendent concerned to arrange in his instructions and is one indication of the need for flexibility in these to permit of genuine local information finding expression. The particular circumstance that prompted this topic was the presence of Persian in common use in Baluchistan but there may quite possibly be similar features on other land frontiers of India.

9. *Question No 20*—It was agreed that the general literacy question might precede that on the standard reached.\* The Census Commissioner explained that the reasons for the original choice had been to make the best use of the limited space on card but he thought that the dotted rectangle against 21 would probably permit of the entry of a standard, examination, etc., and he accepted the proposal.

He explained the reasons for the query about script of literacy and the need for this in relation to Hindustani was generally admitted. Indeed other cases of parallel scripts were cited and the answers to this question may provide matter of some interest. The Census Commissioner had thought of framing the question "Are you literate in your mother tongue?", in order to facilitate the greatest possible use of the  $\sqrt{\phantom{x}}$  as a reply; but if the script is to come in this would lead to certain awkward points in subsequent questioning and it was agreed that the final form of question should be in the simplest possible language "Can you both read and write? If so what script do you write? Can you only read?"

Mr. Mukerjea proposed that the Baroda practice of recording the number of persons who could only read might be adopted. The conference found some merit in the suggestion which was finally approved. The instructions to enumerators will therefore be to record the ability to read and write by the name of the script written, ability to read only by 'P' or the first syllable of the local word for 'partly', and for inability either to read or write by a  $\times$ .

10. *Question No. 21*—The Census Commissioner explained that one object of this question, not the only one, was to see if, when used with the answers to questions 12 and 13 some light might be forthcoming on what is known as educated unemployment. The question in itself however may be of interest apart from that consideration. It was desirable to get the question in as simple a form as possible compatible with exactness and to cope with the general practice of using such phrases as "upto". The suggestion was made that anything below Primary should be recorded by a  $\times$  but the final opinion was in favour of leaving the enumerator to record the answers and deciding at the time of abstraction on the minimum for treatment in the tables. The question will therefore run in the simplest possible language "How far have you read? Give any examination passed".

11. *Question No. 22*—There was little comment on English literacy. It was generally agreed that it was not desirable in this question to attempt to record ability only to read.

12. *Non-Simultaneous enumeration (further discussions)*—Discussion then resumed on the matter of non-simultaneous enumeration. The interim for reflection had produced a variety of views on the part of Provincial and State Superintendents. The Census Commissioner explained that the original intention or rather the suggestion put before the conference as the basis for discussion was a short run-through in as quick a time as possible; *i. e.*, while shedding the fetter of a single night there would be as little dispersion in time as possible. Any substantial period taken over enumeration would alter the position appreciably. He emphasised that the standard of enumeration was important, indeed fundamental, and that this should not be sacrificed to speed; if the straight run-through was feasible only by substantial importation of unreliable enumerators

\* At the suggestion of the Census Commissioner, Baroda State.

then a different method must be pursued. He had hoped that at least in some parts of India, local conditions freed of the one night fetter, might permit of a greater resort to the run-through method but would not force this against the considered opinion of the officers who had to conduct the actual enumeration. It was in order to give the Superintendents who would have to put over the actual enumeration full time to reflect that he had deliberately put the discussion of this topic into two parts on different days.

13. Bihar thought that with the type of enumeration agency available there a substantial period would be necessary, extending to about six weeks. Similar conditions obtained in Bengal although the Superintendent did not think so long a period would be required there. The Sind Superintendent pressed for a complete *de jure* system. He said there was the possibility in Sind, in a non-simultaneous system not limited to one or two days, of extensive gerrymandering by bodies of people going from one place to another ahead of the enumerators and thus getting themselves recorded in several places. He would prefer a system whereby the normal population was recorded and at the enumeration casual visitors found would not be recorded. This system made the house list a much more important feature and indeed it would be necessary to enter a record of community when it was taken. Nor would it provide for the enumeration of genuine non-Sindhi visitors to the province apart from such as might be discovered in hotels or ships. And finally an enormous reliance was reposed on the trustworthiness of the enumerators.

North-West Frontier Province and Rajputana were prepared to try the run-through system. Most of the others contemplated a period of 10 days for a first round followed by a few days check after the 1st March for entry of births and deaths, etc.

14. The Census Commissioner said that three broad types seemed to have emerged.

1. A more or less strictly *de jure* system;
2. Enumeration spread over a week to 10 days with a subsequent check, and
3. A quick run-through.

The matter was one of great importance and he would not require officers to give a positive declaration on this occasion but would ask them to go and think carefully over all that had been said and let him know their conclusions. He pointed out that he had always thought the triple round of previous practice wasteful and unsound and would much rather see concentrated attention given to practice and training beforehand. Check during actual enumeration could never be really 100 per cent or anything like it and what he would like to envisage would be the thorough prior training of enumerators in actual facility and, very important in a census, the development in them of responsibility and consciousness that they were being relied on as citizens of knowledge and experience to produce certain results. Undoubtedly the run-through system contemplated such an agency and such a course of training. In the circumstance of India, with enormous varieties of climatic conditions and administrative circumstances he could see no reason against a certain variation in methods for so vast an operation as the census, and indeed every reason in favour of it; if, as he felt, enumeration was essentially and must remain a Provincial or State phenomenon and if, as he felt strongly, it was essential to articulate the census to the greatest possible degree with the normal functioning of the Provincial or State administrations, then it followed that the enumeration system must be expressed so to speak in terms of the provincial life; and that, given the wide variety of provincial conditions in the country, almost presupposed a variety of enumeration systems once an all-India rigidity was given up.



the criterion was a distinct accommodation of such a size that a person could lie down in it in two directions. Where it was possible to get a line on this point he would be glad if it could be done. It is true that a large number of habitations in India only have one room but in that case the answer is obvious.

The number of shops has been noted in the past also but not hitherto tabulated. On this occasion this feature might be studied somewhere; the Economic Adviser for example took considerable interest in it.

19. As far as possible Provincial Governments' staff who prepare the house lists should be encouraged to use their own paper, as was done in many areas in the past. C. P. was contemplating recording these house details on slips for convenience of subsequent sorting, or at any rate experimenting with such a process. The Census Commissioner said there was no objection whatever to this and the results may be of considerable interest. Here, as in other regions, the guiding principle was really to bring out all information of value, but unless it was recorded it could never be presented and when the village officers, etc., were making an inspection of houses in any case one might as well see what could be extracted.

20. *Village Map*—The Superintendent, N. - W. F. P. contemplates preparing a village map instead of the house list. This represents experiment in the second of the directions indicated in the Census Commissioner's general scheme for the census. The house list represents a substantial effort of time and labour and if it is to be made, why not try to achieve its continuation so that it will not be necessary to do it all over again every ten years; or if such permanence is impossible why not see if a simpler method cannot be devised to secure our census aim? *Prima facie* there are some advantages in a permanent house list particularly if the numbers attached to the houses also remain permanent and numbers or names could be given to streets. Thus we might see our census numbers and street numbers or names becoming the postal addresses which are so markedly lacking over rural India.

21. *Street dwellers*—In the more temperate parts of the country there exists a distinct phenomenon of the street-dweller, *i. e.*, a person who is not a vagrant or a sadhu, etc., but an ordinary citizen, come to a city or town for labour, often accompanied by his wife and even children and actually living in the streets or sidewalks. It might be interesting to see what the actual dimensions of this phenomenon are.

22. *State | Province association*—In a brief discussion on the importance of State | Province or Province | Province association in census matters, the Census Commissioner said that he looked on the census as primarily a social rather than a political effort, and where convenience or efficiency or economy indicated a degree of association beyond the political boundary he thought such possibilities should always be followed up. The fertility enquiries for example would probably be based on what might be termed sub-nationality in India, *i. e.*, Malayalam, Kanarese, etc., etc., and instead of *e. g.*, the Madras Superintendent studying this feature for all the four major peoples within his area he in association with his neighbours could probably arrange for each officer to concentrate on one, while helping the others with any local detail from his area which they might need. Similar possibilities seem to offer themselves as between, *e. g.*, Baroda and Bombay, Bengal and Assam, etc. One of his objects in calling the conference had been to establish personal contacts at the outset in order that these possibilities of association might have an early and favourable start. He had no intention at this stage of laying down what should be the actual topics so handled; his object was to impress the desirability of this association on the conference.



*Extract from the address by Dr. K. C. K. E. Raja, Assistant Public Health Commissioner with the Government of India*

In our public health studies mortality rates for specific age periods and for the two sexes are important, because many diseases have a selective age and sex incidence. For instance, measles, whooping cough, diphtheria are all diseases of childhood while the incidence of cancer becomes significantly high only after 35. For our purposes it is therefore desirable to have some idea of the range of error in the statements of age recorded at the census. The correct estimation of the age of an individual is a difficult task and, unless the information is forthcoming from the person himself, will necessitate elaborate processes of examination and, even then, the estimate figure is likely to show some margin of error from the actual age. A certain amount of check ought to be possible in the provinces of Madras, Bengal, the United Provinces and Delhi, where Health Units have been working for some time, and where through the co-operation of the special health staff, such an investigation can be carried out among the people of these areas. The average population in each Health Unit is 40,000 and as these areas are widely separated, the people surveyed may be taken to be samples of some of the larger clinic groups among the population of India. Another advantage is that the health staff is in close contact with the people and should therefore be able to secure their co-operation. There are health visitors, midwives and lady doctors on the staff of these Health Units and their services should be particularly valuable for the survey of the female population.

I have only instanced age as one of the items of information on whose checking the services of the public health staffs of health units may be usefully employed. Apart from the checking of the accuracy of age returns, it would be equally possible to make use of the same agency for collecting information in regard to blindness and other useful subjects. For instance, the number of bed-ridden people can be enumerated as a rough estimate of invalidity among the population. It is true that one of the functions of these health organisations should be that of continuously collecting all types of information which have a bearing on the well-being of the people. In fact, the patient accumulation of socially useful information, which all branches of administration can and should undertake, is a task which the census cannot perform. However, as I have already pointed out, it is not desirable to lose the opportunity that the 1941 census affords for stimulating research and for associating with this national decennial stock-taking as many types of organisations as can be brought in with advantage. The suggested survey in the Health Unit Areas need not take place during the census operation. It can be carried out more leisurely three or four weeks after the census. I recognise that, in relation to the total enumerated population of India, the information relating to age collected for about 160,000 population distributed over four separate areas may not be of much significance. But a beginning will have been made in making a scientific approach towards the study of the probable range of error in the information recorded at the census and this is by no means a small gain.

For the proper presentation of the fertility figures collected at the 1941 census, we must have some indication of the length of married life. I realise that it will be difficult to obtain correct information regarding the age of co-habitation. But the age of the married woman at the birth of the first child is being obtained. This is helpful at it would be necessary to have information regarding the a interval necessary to have

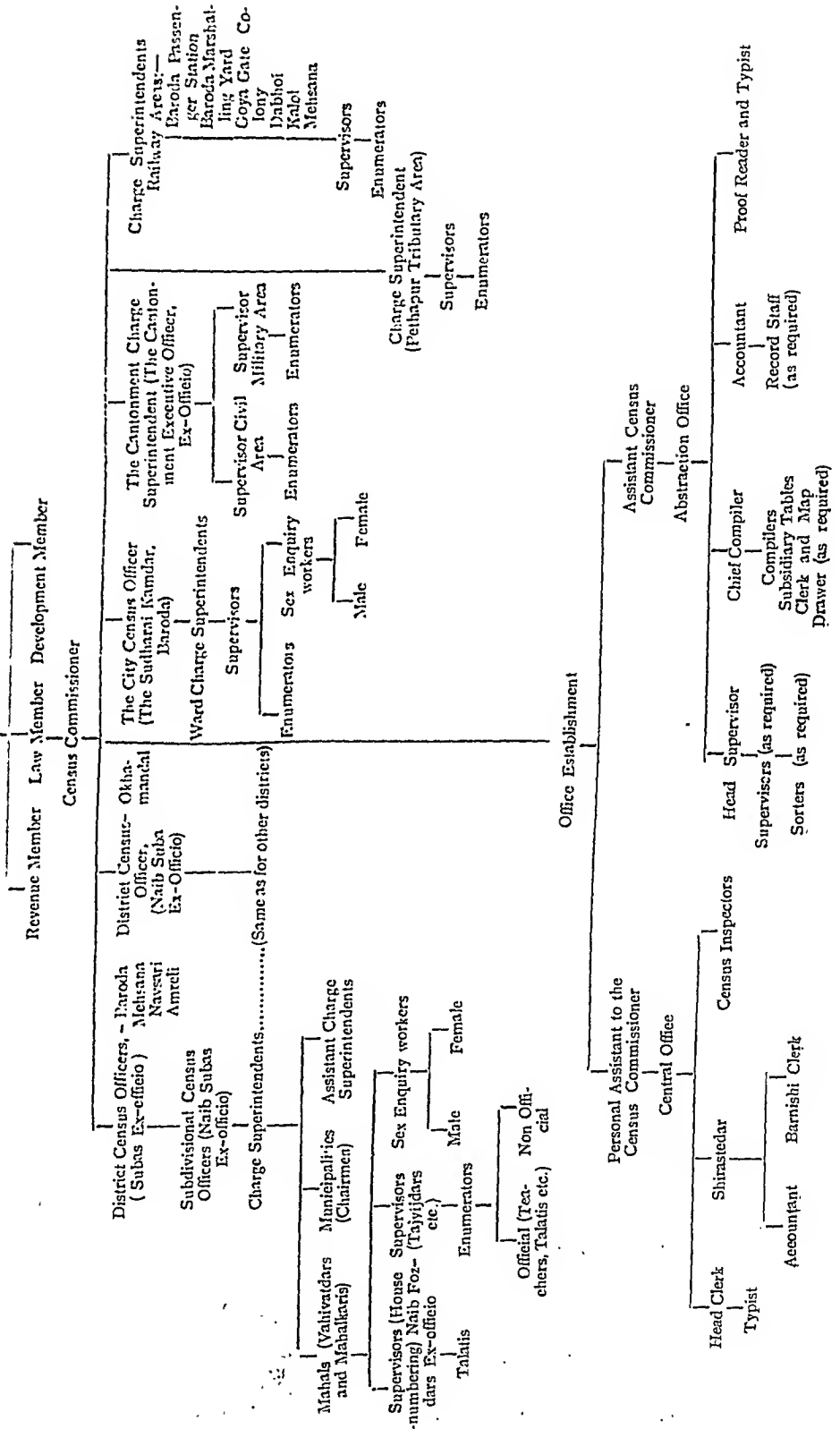




## APPENDIX D

HIS HIGHNESS THE MAHARAJA SAILED

H. E. the Devan



## CHAPTER III

### TABULATION, COMPILATION AND REPORT

#### *A. The Preparation of Provisional Totals*

49. **Preparation in the Districts and in the City**—We shall now describe the course of operations on and after the Census day. An adequate supply of enumeration books was maintained at all mahal headquarters and in the Baroda City Municipal Office. On the morning of 1st March 1941, the enumerators visited all Dharmashalas, Serais, encampments and landing places in their respective blocks and entered all the necessary particulars about the floating population such as commercial travellers, way-farers, boatmen, pilgrims and others, in the enumeration books. After doing this, they made a second round of the entire block making enquiries about births, deaths etc., in each family and corrected the census record prepared upto the evening of 28th February 1941 so as to bring it in conformity with the state of things actually existing at sunrise on 1st March 1941. Inquiries were also made about visitors and absentees in each family and necessary corrections were made in the slip books. The Charge Superintendents had made previous arrangements with their supervisors where to meet with the final results. It was ordered that each enumerator should bring his record as early as possible after the final round so that the provisional totals could be telegraphed to the Central Office at Baroda without any avoidable delay.

50. **The First Results**—Figures from the Charge Superintendents began to arrive by wire one after the other and my clerks and both my Assistants saw their being compiled into totals by districts. The first telegram was from Bhinkatta Mahalkari which was received at 10-50 hours on 1st March 1941. Then came the telegrams from Damnagar Vahivatdar and Kodinar Vahivatdar which were received in the Central Office at 11-20 hours. The Station Master, Baroda Passenger Station, sent his figures at 11-45 hours. Padra Vahivatdar, Baroda Mahal Vahivatdar and the Station Master, Baroda Marshalling Yard, sent their provisional totals the same afternoon with special messengers. The figures from the remaining charges were received on the following days the last telegram being from the Kalol Railway Charge, which was received at 20 hours on 3rd March 1941. The figures for the Baroda City with those for the last three censuses were published in the City for the information of the public on the 2nd March. The totals for the whole State were made up as soon as the last telegram was received and were published immediately in the City for the information of the public along with the variation from the figures of the last Census. The provisional figures for the Baroda City were communicated by telegram to the Census Commissioner for India on the 2nd March while those for the State were telegraphed to him early in the morning of 4th March 1941.

#### *B. Preparation of Final Totals*

51. **Opening of Abstraction Office**—The Abstraction Office was organised on 5th March 1941. The enumeration books of the Baroda Cantonment, Baroda Marshalling Yard, and the Baroda Passenger Station were taken charge of by the Central Office staff on the 2nd March after the provisional

totals were compiled by the supervisors and the Charge Superintendents concerned. The parcels containing enumeration books, charge summaries etc., began to arrive from different mahals of the State in quick succession. The Municipal Commissioner, Baroda City and the Baroda Mahal Vahivatdar were instructed to send the enumeration books direct to the State Press, where arrangements had been made for their examination with the help of the Circle Summaries, so that the books could be placed under the guillotine and cut up into slips, without undue delay.

**52. Preliminary procedure**—As soon as the enumeration books were received, they were arranged according to districts and mahals in separate rooms. Each book was examined with reference to the information given in the Circle Summaries, the object being to ensure that no book was missing and that the entries in the Circle Summaries and the corresponding information on the Charge Summaries were correct. Charge Summaries were also scrutinised with reference to the provisional district totals. While this was being done, it was discovered that two errors had crept in the provisional totals published on the 4th March. The first mistake was noticed while examining Circle Summaries of the Amreli Mahal. In the Devalia Circle, the total of only a part of the Circle was shown instead of the grand total of the Circle. The second mistake was in the total for the Mehsana district. In spite of instructions to wire the provisional figures in words, one Vahivatdar sent a telegram in figures on the 2nd March and then sent another telegram on the 3rd March in words. In the furious hurry of compiling the totals for the State, the figures in both the telegrams were posted in the compilation registers with the result that the figures for one taluka were entered twice. The mistakes were discovered by the Central Office staff only two days after the Provisional Totals were published; but a statement containing the Revised Provisional Totals was published on the 10th March after the Charge Summaries and other record received from all the mahal offices had been carefully scrutinised.

**53. Books cut up into slips at the State Press**—The inspection of the books being over, they were at once sent to the State Press where a picked staff of census clerks directly superintended by the Assistant Census Commissioner, Head Supervisor and others worked incessantly putting the books under guillotine and cutting them into slips. Very great care was taken to see that the slips of one area did not get mixed up with those of the other areas.

**54. Time taken for cutting**—The entire operation of cutting the books into slips was completed on the 27th March after only 13 working days. The State Press had arranged to place a guillotine machine with its staff at the entire disposal of the Census department on a lump sum payment of Rs. 10 a day for this work.

**55. Town and rural slips separated**—The cut up slips were brought from the Press in galvanized steel boxes and were immediately sorted according to urban and rural areas. The sorting operations were begun immediately and the classification of rural and urban slips was maintained throughout the operations.

**56. No sorting for Sex**—As arrangements had been already made to enumerate females on buff coloured slips and males on white slips there was no necessity of sorting them for sex.

**57. Organisation of units**—Baroda City, all towns and the rural areas of each division were kept in different rooms, on the whole forming 105 units

distributed as shown in the marginal table. Separate gangs were formed for each of these units. Specially efficient sorters were placed in charge of the slips for the City and the Cantonment. Town slips were also entrusted to select sorters. The sorting establishment began to be formed as soon as the Abstraction Office was opened. We began with the nucleus of our inspecting staff. The Baroda City Municipality had engaged a small staff for census work.

As the persons working on their staff were to be relieved by the Municipality soon after the census was over, the Municipal Commissioner was requested to ask them to report themselves to the Abstraction Office. Our total strength of sorters was 85. Over them were 10 supervisors and a Head Supervisor. The Assistant Census Commissioner supervised the work throughout. The City and Cantonment formed two units while all towns and mahal rural areas formed separate units.

58. **Facilities provided for a sorter**—There were separate sorters for the slips of male and female and two such sorters were asked to share a table. Each sorter was provided with a set of pigeon-holes, a number of adhesive labels and a big card board to cover the pigeon whenever he left Office.

59. **Boxes for slips**—As in the last Census, the boxes for keeping the

Area	Number of Boxes
Baroda City	10
Baroda Cantonment	44
Towns and rural areas	22
Baroda City and Cantonment	22
Baroda City and Cantonment	11
Baroda City and Cantonment	11
<b>Total</b>	<b>192</b>

slips were made of galvanized steel. They were of two sizes, one measuring 36" x 16" x 12" and the other 24" x 16" x 12". Pigeon-holes also required to be of greater size as the slips measured 7½" x 4". The size of the set of pigeon-holes was 30" x 24". Each set had 6" x 5" holes of the size 7" x 4½" x 5". The number of boxes used was as shown in the margin. Each box was

serially numbered, and a label was affixed to it showing the contents.

60. **Average slips per sorter**—The average number of slips for a sorter in the City block was 30,660. For towns and rural areas, the average per each sorter was 33,771. The average for the whole population per sorter was 33,588 slips.

61. **Final Totals**—As soon as the slips were sorted for religions, the figures were posted in "Register 'A'" and finally on the 5th April, the total mentioned below was arrived at as the figure of the population of the State :—

District	Population		Difference	
	Provisional Totals (corrected)	Final Totals	Actual	Per cent
1	2	3	4	5
<b>BARODA STATE</b>	<b>2,854,925</b>	<b>2,855,010</b>	<b>+ 85</b>	<b>0.0029</b>
Baroda City	153,308	153,301	- 7	0.0045
Amreli	206,543	206,543	...	...
Baroda	835,950	836,115	+ 156	0.019
Mehsana	1,175,189	1,175,027	- 92	0.0078
Nasari	465,935	465,923	- 12	0.0025
Ollamandal	42,547	42,557	+ 40	0.094
Pethapur (Tributary area)	5,444	5,444	...	...

The difference between the Provisional Totals and Final Totals thus arrived at is only 85 *i. e.* 0.0029 per cent. Out of this, a difference of 31 should be further deducted on account of the steamer-going population enumerated after the Census day. The actual difference was therefore only 54 *i. e.* 0.0019 per cent.

### C. Scheme for Sorting

62. Imperial Tables—The Census Commissioner for India had prescribed forms for the following tables:—

- I Area, Houses and Population
- II Variation in population during fifty years
- III Towns and Villages classified by population
- IV Towns classified by population with variations since 1891
- V Towns arranged territorially with population by communities
- VI Birthplace
- VII Age and Civil Condition
- VIII Means of Livelihood
- IX Industry
- X Unemployment
- XI Literacy by community and age
- XII Mother tongue
- XIII Community
- XIV Variation in population of selected tribes
- XV Europeans and allied Races and Anglo-Indians by Race and Age
- XVI Summary of figures for districts (to be prepared for all-India only).

But the Government of India having ultimately decided to do the tabulation for British Indian Provinces only on a limited basis from motives of economy, the orders of His Highness's Government were sought as regards the tabulation work for the State. The orders of the Government were that I should prepare the village statistics and do the tabulation on the same limited basis as in British India. In addition to this they desired me to tabulate

- (i) for castes on a limited basis and
- (ii) for literacy by broad age groups and by chief caste groups.

The point was, except for the two additional tables, I was to follow the instructions of the Census Commissioner for India in respect of limited tabulation, and in that regard, I had a conference with him at Simla on 3rd May last, and with his advice, I decided to do random sorts for Age and Civil Condition, the Size and Sex Constitution of Families and Means of Livelihood. For the first sort, the plan of Imperial Table VII was generally followed, and the subsidiary tables prescribed were mostly prepared. For the Fertility Enquiry, the Sex Tables prescribed by the Census Commissioner for India were prepared. For Means of Livelihood, instead of following the elaborate classification prescribed for the full Imperial Table VIII, only the 12 sub-classes and some of the principal groups contained in the sub-classes that we are mostly concerned with in this State were compiled.

63. **Tables prepared**—In view of the above plan, the following Imperial and State Tables were prepared for this Census:—

### Imperial Tables

I	Area, Houses and Population	} Following British India.
II	Variation in Population during fifty years	
III	Towns and Villages classified by population	
IV	Baroda City and Large Towns classified by population with variations since 1891	
V	Towns arranged territorially with population by communities	
XIII	Community	}
XIV	Variation in population of selected Primitive Tribes—"Raniparaj"	

### State Tables

- I Area and Population of Mahals (Talukas) and Peta Mahals
- II Population of Districts and Talukas by Communities and Literacy
- III Caste and Tribe
- IV
  - A—Literacy by Community and Age—State Summary
  - B—Literacy by Community and Age—Details by Division
  - C—Literacy by Selected Castes and Tribes
  - D—Literacy by Selected Towns
- V The Tenement Census of the City, Patan and Navsari Towns
  - A—Classification of Structures
  - B—Classification of Buildings by Floors
  - C—Statement showing Number of Families in Buildings
  - D—Classification of Buildings by Number of Occupants
  - E—Classification by Rooms and Distribution of Families by Rooms
- VI Village Housing Statistics
  - A—Classification of Homesteads by Kind with Estimate of Normal Population
  - B—Classification of Homesteads by Rooms and Distribution of Population by Rooms
- VII Tabulation for Random Samples (selected one in fifty)
  - A—Age and Civil Condition
  - B—The Size and Sex Constitution of Families
  - C—Means of Livelihood

### *D. Sorting of Tables reviewed*

64. **Marking slips for Sample Study**—Before beginning the regular sorting operations, the sorters were asked to mark every fiftieth slip on the back with a bold S, with a view to provide the State Sample. This was done for each sex *i. e.* every fiftieth male card and fiftieth female card bore this mark. When

the sorting operations for the Imperial and the State Tables were over, the Sample was brought together by taking out the marked slips and used for fertility and other studies. Total number of such Sample slips was 57,298. From these slips were prepared the tables for

- (i) Age and Civil Condition (State Table VII-A),
- (ii) The Size and Sex Constitution of Families (State Table VII-B),
- (iii) Means of Livelihood (State Table VII-C).

In the body of the Report, the exact method of randomisation is described.

**65. Floating Population**—While marking the random sample slips as above, the sorters also counted the floating population in each block with reference to the column about house number in the enumeration slip. The floating population consisted of

- (i) homeless vagrants, itinerant pedlars and mendicants, (religious or otherwise), mobile bands of agricultural labourers, Rabaris or forest tribes;
- (ii) visitors to melas or festivals, particularly at the *urus* at Unava, who were counted on the Census date, as having come from outside the State without enumeration passes;
- (iii) arrivals by boat or steamer at the ports, or steamer or boat population temporarily halting at these places on or about the Census date.

**66. Imperial Table XIII**—The regular sorting operations began with the sorting for Imperial Table XIII—Communities. For this, the slips for each block were first sorted by the main heads of religion with reference to column 4 of the enumeration slip. The slips for Hindus were afterwards resorted to find out figures for the Aryasamajists, Brahmosamajists, Primitive Tribes returning themselves as Hindus and Scheduled classes. Slips for Christians were also re-sorted to show Indian Christians, Anglo-Indians and other separately. The sorters were supplied with adhesive labels for communities and sorters' tickets containing the names of the same communities. Some Aryasamajists were found to have returned *Vedic* as their religion. They were counted as Aryasamajists. The sorting and counting of slips were checked very carefully. Great care was also taken to see that the figures were correctly added up. As this preliminary sorting and the figures compiled from it were to form the foundation of the whole subsequent operations, steps were taken to see that no loophole of any kind was left for mistake. When all the slips for a circle had been sorted, they were tied together and a label posted on the top showing the district, the mahal, and the circle and the number of slips in the bundle and the community. As soon as the sorting for main heads of religion was completed the figures were posted on the sorter's tickets. From these figures, Register 'A' was prepared by blocks and circles, and village figures were taken from this Register 'A'.

**67. Imperial Table XIV**—The next and the final sort for the Imperial Tables this time was that of re-sorting the slips for Primitive Tribes following Hindu religion and those following Tribal religion for Imperial Table XIV. This was done with reference to column 3 of the enumeration slip and figures were entered in the sorter's tickets.

**68. Imperial Tables I-V**—As the figures for these tables could be had from Register 'A' no special sorting was required for these. For Imperial Table III, the houseless and vagrant population was specially deducted as being the "unclassified" population from the "classified" totals for villages and towns of different sizes.



**69. State Table I**—Area and Population of Mahals and Peta Mahals—This was also prepared from Register 'A'.

**70. State Tables III and IV**—As soon as the sorting for Imperial, Tables was completed the slips were sorted for State Table III—Selected Castes, and for State Table IV—Literacy.

For State Table III, generally castes with a total strength of about 10,000 or more together with a few others of local importance were selected. As most of the castes selected for this table were also selected for State Table IV—Literacy, the figures for the sorting of Castes were not accepted as final till the slips had been re-sorted by age groups and literacy.

For State Table IV, the slips which were in bundles of main communities and selected caste groups were first sorted into four age groups, 0-5, 5-7, 7-50 and 50 and over; all persons in the age group 0-5 being taken as illiterate, and entered as such in the sorter's tickets. The remaining three age groups were re-sorted with reference to columns 20, 20/2 and 22 to find out the number of literates, literates in English, able to read only, and illiterates.

**71. State Table II**—Population of districts and talukas by communities and Literacy—No sorting was required for this table, as the figures were compiled from State Table IV.

**72. Sorting of Sample slips**—The sorting for the Imperial and the State Tables having been thus completed the sorters were asked to bring together the random Sample slips by taking out the slips marked with S on the back side. The total number of Sample slips thus taken out was 57,298.

**73. Sample slips sorted for Age and Civil Condition**—Next step taken was to sort the random Sample slips according to the plan prescribed for Imperial Table VII. When the slips were taken out, they were bundled together according to the following communities:—

Hindu,	Jain,
Muslim,	Sikh,
Christian,	Parsee,
(i) Indian Christian,	Buddhist,
(ii) Anglo-Indian,	Jew,
(iii) European and allied races,	Tribes.
(iv) Others,	

They were then sorted into age groups given below:—

0, 1, 2, 3, 4, 5, 6, 7 and 8, 9 to 11, 12 and 13, 14 to 16, 17 to 21, 22 to 26, 27 to 31, 32 to 36, 37 to 41, 42 to 46, 47 to 51, 52 to 56, 57 to 61, 62 to 66, 67 to 71 and 72 and over.

Each age group was afterwards divided into four heaps of unmarried, married, widowed and divorced according to the tick marks found against entries in column 5 of the enumeration cards and the figures were entered in the sorter's ticket.

**74. Sample slips sorted for Means of Livelihood**—The Sample slips were also sorted for occupations on the lines prescribed for Imperial Table VIII. For this sort, Sample slips for rural and urban areas were brought together and bundles were prepared by districts only. Baroda City and Pethapur (Tributary Area) were considered as separate units along with the five districts of the State.

The sorting for this table was done with reference to questions 9, 10 and 14. Slips of earners, partly dependents and wholly dependents were first separated with reference to tick marks against entries in column 9. They were then sorted according to the following scheme, which was condensed from the general scheme for the Census of 1941 for Means of Livelihood Table :—

Class	Sub-Class	Order
A-Production of raw materials	I Exploitation of animals and vegetation	(i) Cultivation (ii) Cultivation of special crops (iii) Other
	II Exploitation of minerals	
	III Industry	(i) Textiles (ii) Other
B-Preparation and supply of material substances	IV Transport	(i) Transport by road (ii) Transport by rail (iii) Other
	V Trade	—
	VI Public Force	—
C-Public Administration and liberal arts	VII Public Administration	—
	VIII Religion, Professions and liberal arts	—
	IX Persons living on their own income	—
D-Miscellaneous	X Domestic service	—
	XI Insufficiently described occupations	—
	XII Unproductive	—

The pigeon-holes were labelled with the names of the orders for class A and B and with the names of the sub-classes for class C and D and the sorters were provided with a list showing the sub-class or the order of well known groups of occupations. To begin with, the sorters took the slips of earners and sorted them by referring to column 14 (1) of the enumeration slip, and bundled them according to the principal means of livelihood. Each such bundle was afterwards divided into three heaps by referring to col. 14 (2) according to subsidiary means of livelihood. The first heap contained the slips of earners following the particular occupation as principal means of livelihood without any subsidiary means of livelihood. The second heap contained the slips of persons following it as principal means of livelihood with some agricultural occupation as subsidiary, while the third heap was for persons following it as the principal means of livelihood with some non-agricultural occupation as subsidiary. After the figures had been entered in columns 2, 3 and 4 of the sorter's ticket, the slips in the latter two heaps were re-sorted with reference to column 14 (2) for each subsidiary occupation and the figures entered in column 5 of the sorter's ticket against each order or sub-class.

The next step was to sort the slips of partially dependents to find out (i) the means of livelihood of persons on whom they are dependent and (ii) the activity they themselves pursue and from which they derive the ability to support themselves in part. For this purpose the sorters were asked to refer to column 10 of the enumeration slip for the means of livelihood of the person on whom they were dependent and put the slip in the appropriate pigeon-hole. The bundle for each sub-class or order was afterwards taken and divided into two heaps with reference to column 14, to separate (i) persons whose individual

activity was the same as that followed by the person on whom they were dependent and (ii) persons who followed some other occupation. After the figures had been entered in columns 6 and 7 of the sorter's tickets the slips in the second heap were re-sorted with reference to column 14 for the personal occupation of the partially dependent persons and figures entered in column 8 of the sorter's ticket.

The slips of totally dependent persons were sorted only with reference to column 10 of the enumeration slip for the means of livelihood of the person on whom they were dependent. The figures for this were entered in column 9 of the sorter's ticket.

**75. Sample slips sorted for the Size and Sex Constitution of Families**—When the sorting of slips according to means of livelihood was complete, slips for married females 12,758 in all distributed according to administrative divisions were taken out and re-sorted for special studies in the Size and Sex Constitution of Families. As in 1931, the slips were divided into two heaps 'A' and 'B' ('A' where the present age of married woman was 45 and above and 'B' where it was below 45). Three tables were prepared out of the first heap and six from the second. Administrative divisions were kept separate throughout. 'A' slips were first sorted according to sex of the first born by reference to latter part of question 8. Number of childless families were thus automatically separated from the rest. Taking the group of slips where the first born was a male, it was re-sorted according to the number of children born. Cases in which a female was first born were similarly treated. This done, a count was taken for getting the total number of children classified by their sex for each of the families where the number of children born were 1,2,3...etc. This material was then presented in Part 1.

The classification of slips according to the number of children born was maintained and next sort according to the age of mother at first birth for various sized families was undertaken for incorporating the figures in Part 7.

For the next table Part 8, age classification was kept as it was and slips for each age group were re-sorted according to the number of children surviving. Both heaps 'A' and 'B' were then combined for preparation of other tables.

For Part 2, the slips were first distributed according to sex of the first born and after two main heaps, one for males and the other for females, were obtained each of these heaps was redistributed according to predominance of male and female births.

Classification of females according to occupation of husband was next taken up. For this purpose, four main groups of occupation, Agriculture, Industry, Commerce and Profession, were taken, and the rest of the slips were shown as other. Women who were themselves earners were shown separately under each of these heads. Number of children born and survived to families in each of the occupational groups were counted for completing Part 3.

Retaining the Occupation Classification, slips were next sorted with reference to age at birth of first child. For this the following age groups were taken :—

13 and below, 14, 15, 16, 17, 18-20, 21-25, 26 and over.  
Slips with age at birth not returned were shown separately.

Retaining the classification of age at birth of first child, rest of the Parts-5, 6, and 9-were obtained after sorting the slips so as to enable the filling of the following sorters' ticket.

The average work of sorters for all these tables was 2,000 slips per day.

### SORTER'S TICKET

PRESENT AGE OF MARRIED WOMAN \_\_\_\_ AGE AT BIRTH OF FIRST CHILD \_\_\_\_

No. of Children born	No. of Children surviving										
	0	1	2	3	4	5	6	7	8	9	10 and over
1											
2											
3											
4											
5											
6											
7											
8											
9											

**76. Testing**—While the sorters were going on with their work, the supervisors carefully watched whether they placed the slips into appropriate pigeon-holes and satisfied themselves that the work was properly done. When a sorter announced that he had completed his work of sorting for a table, the supervisors at once went to him and tested his work. Special care was taken to count all smaller items and all entries which seemed doubtful. While sorting for age was going on, slips of persons shown as aged 100 years or more were carefully seen and a note was made by the Head Supervisor. Such cases were referred to the mahal officers for proper enquiry and report.

**77. Training in Sorting**—The sorters and supervisors were supplied with written instructions about sorting. The sorting staff was strictly enjoined to study the instructions carefully and to get doubtful points cleared by personal reference to the Assistant Census Commissioner and Head Supervisor. Moreover at the beginning of sorting for every table, the exact procedure of sorting was explained to the sorters and supervisors by the Assistant Census Commissioner as well as the Head Supervisor. The work was therefore well understood. However, it was tested and inspected while it was being carried on by the sorters by the above two officers and myself personally. The procedure for sorting different tables was grasped fairly easily by the sorters except that for the occupation tables, which was rather difficult. But efforts were

made to make the work of sorting easier by personal instructions given almost to every sorter and the supervisors were taught even in greater detail. Before a table was started, a class was held by the Assistant Census Commissioner and the staff were given detailed instructions.

**78. Time taken in sorting—**The sorting was begun as the enumeration card books were being received and cut up by the State Press into individual cards. The cutting operations lasted till 27th March 1941, when the work of sorting came into full working order. Sorting for all Imperial and State Tables was completed by the end of May 1941.

**79. Comparative statement—**A comparative statement showing the time taken for each Imperial and State Tables in 1941 and 1931 is subjoined as Appendix F.

**80. Out-turn of work—**The following was the daily average out-turn of work by each sorter for the main tables shown below:—

Table 1	State of sorting	
	Male slips 2	Female slips 3
<b>IMPERIAL</b>		
XIII Community	4,721	4,721
XIV Variation in Population of Selected Primitive Tribes	3,002	3,002
<b>STATE</b>		
II } Census	1,843	1,843
III }		
IV }		
VII Hajjara, and Christians and Floating Population	4,370	4,370
See Table	...	2,000

### *E. Compilation*

**81. Compilation—**Compilation is the name given to the process of adding up the figures on the sorters' tickets to obtain district totals.

**82. Office Arrangements—**Selected Supervisors and sorters with a good knowledge of English, mostly matriculates and others with higher qualifications were engaged on this work under the designation of compilers. Over the gang of compilers, there was one supervisor and there was one Chief Compiler whose principal duty was to give general instructions for the compilation of each table and compare the entries to the compilation registers with those in the sorters' tickets.

**83. Caution regarding corrected Return of Houses (Form No.7)—**From experience, it is necessary to mention that before compiling figures for a village or town, care should be taken to see that all its blocks including blocks of Railway Station areas if any or of adjoining hamlets are included in the total. Columns 1 and 2 of Register "A" were filled in before the Census from the corrected return, when it was compared with Register of blocks and circles (Form No. 4). It should be, therefore, enjoined that Form No. 7 when received should be carefully compared with Form No. 4 and discrepancies if any reconciled then. One cause of error is that the blocks of one village are likely to be added to another, when there are 2 or more villages in one circle and blocks-

are not distinctly shown for each village. As figures of each village are prepared they should be carefully compared with the figures of the previous census, and if there is a great divergence in the figures, it must be made sure that no block is omitted or no block (or blocks) of another village is included. As there is no slip-copying before Register "A" is prepared and all the slips of rural areas of a Mahal are thrown together, this care is specially necessary. It should also be enjoined that figures in circle summaries should show blocks of each village in such a way that no possibility of a mistake can arise, such as by straight lines separating one village from another in the same circle.

**84. Care regarding number of Occupied Houses--**The number of occupied houses has to be taken from circle summaries direct and there are no other data to check the figures. Great care is therefore needed in preparing the totals and the number of occupied houses in each town should be compared with that of previous census and a thorough rechecking ordered if a great difference is found in the figures. Figures of towns by each religion—especially minor religions—should be compared with those of previous censuses to make sure that there is no misplacing of one religion figures for another in compilation. It will be very necessary to have columns for previous censuses in Imperial Tables II, IV and State Table I prepared in sufficient time before the census. There is at present a difference in the order of columns for persons, males and females in Register "A" and in the form of village tables which causes inconvenience in posting the figures from one to the other. The order of columns in Register "A" should therefore be the same in both, as in Village Tables.

**85. Preparation of Dehzada or Village Directory--**Side by side with the sorting operations was started the preparation of the *Dehzada* or village directory. The Head Supervisor gave over all the sheets of Register "A" for a charge to a staff of clerks appointed for the purpose, who had with them the blank forms of the Village Directory ready for the entries to be made. In this were posted the population figures of each village by sex and religion and when the entries for three or four villages making up a circle were made these were compared with the circle total. If any discrepancy appeared, it was done again and the cause of error detected and removed. When the figures for all the villages of a taluka (which generally corresponded with a charge) were written out, a total was struck for the whole taluka and compared with the charge total prepared by the Record-keeper. The totals thus obtained were utilised for the preparation of the district total. The Village Directory (*Dehzada*) was thus being prepared as the sorting was progressing and was ready for the press on the 5th May 1941.

**86. Size of Dehzada--**In the past censuses, the *Dehzada* extended to two bulky volumes and the particulars for each village included more than a hundred columns, on account of the figures for all the castes being shown separately. Most of the columns were blank and the size of the book was unnecessarily swelled by the inclusion of these figures. The distribution of the village population by religion ought to be quite sufficient for administrative purposes and would make the book handy and easy to carry about by the district officers while on tour. It was decided in 1911 therefore to abridge the size of *Dehzada*. Following that practice, continued in 1921 and 1931 also, the present one is a manageable volume of 356 pages only. It was ready in print on the 31st July 1941 and copies were made available to all the local officers.

**87. The plan of the Dehzada--**In the *Dehzada* volume the districts have been arranged alphabetically and in each *prant* taluka the villages are also similarly arranged. Under

of hamlets, railway stations etc., is also separately shown wherever found. A list containing the names of villages arranged per mahal according to size together with the population noted against each has been given at the end of the volume. There is also a list of uninhabited villages together with a list of villages which are included in the Revenue *Dehzada* but are not censused by the State, because they are not under the direct administration of His Highness's Government.

**88. Special features of the Dehzada**—The special feature of the *Dehzada* this time is an appendix containing the result of the tabulation of information about types of roofs, walls, accommodation etc., in occupied houses. This information was obtained by selecting every 50th village and collating the particulars contained in the house-lists prepared at the time of house-numbering. The cultivable and cultivated area of the State is also shown in a separate appendix.

**89. Tenement Census**—Since 1911, it has been the practice to take a census of the tenements in the City of Baroda along with the general census. This time, the scope of the tenement census was extended also to the towns of Patan and Navsari. Altogether the following five tables were prepared:—

- (i) Classification of Structures
- (ii) Classification of Buildings by Floors
- (iii) Number of Families by Buildings
- (iv) Classification of Buildings by Number of Occupants, and
- (v) Classification of Structures by Number of rooms and Distribution of Families by Rooms.

In this enquiry, the census definition of 'House' as the abode of a commensal family was combined with the structural definition. The enquiry was undertaken about the time of house-numbering and so there is no correspondence between the number of families as found then, with that of occupied houses at the time of the census.

**90. Compilation of Imperial Tables I-V, XIII and XIV and State Table I**—These tables were prepared soon after the slips were sorted for communities. The following table shows the details regarding preparation and despatch of all tables:—

Number and Name of Table 1	Number of days taken for compilation (approximate) 2	Date of despatch to Census Commissioner for India 3	Date of passing by the Census Commissioner for India 4
<b>IMPERIAL TABLES</b>			
I Area, Houses and Population	4	28- 5-41	By the end of July 1941
II Variation in Population during Fifty Years	2	28- 5-41	
III Towns and Villages Classified by Population	10	28- 5-41	
IV Baroda City and Large Towns Classified by Population with Variations since 1891	4	28- 5-41	
V Towns Arranged Territorially with Population by Communities	8	28- 5-41	
XIII Community	3	31- 5-41	
XIV Variation in Population of Selected Primitive Tribes—"Ranipara"	4	28- 5-41	

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Number and Name of Table	Number of days taken for compilation (approximate)	Date of despatch to Census Commissioner for India	Date of passing by the Census Commissioner for India
1	2	3	4
STATE TABLES			
I Area and Population of Mahals (Talukas) and Peta Mahals	4	28- 5-41	By the end of July 1941
II Population of Districts and Talukas by Communities and Literacy	8	26- 7-41	
III Caste and Tribe	20	26- 7-41	
IV A. Literacy by Community and Age-State Summary	3	Not required to be sent	
B. Literacy by Community and Age-Details by Division	20		
C. Literacy by Selected Castes and Tribes	15		
D. Literacy by Selected Towns	5		
V The Tenement Census of the City, Patan and Navsari Towns	15	"	
A. Classification of Structures			
B. Classification of Buildings by Floors			
C. Statement showing Number of Families in Buildings			
D. Classification of Buildings by Number of Occupants			
E. Classification by Rooms and Distribution of Families by Rooms			
VI Village Housing Statistics	7	"	
A. Classification of Homesteads by Kind with Estimate of Normal Population			
B. Classification of Homesteads by Rooms and Distribution of Population by Rooms			
VII Tabulation for Sampled Slips			
A. Age and Civil Condition	10	"	
B. Fertility	10	"	
C. Means of Livelihood	7	"	

**91. Report**—On this occasion, as specified in Para 62 *supra*, the tabulation was done on a limited basis. In British India a Tables Volume was to be prepared for each Province with some explanatory letter-press round each table with a set of subsidiary tables, the letter-press being rather more in detail than the fly-leaves of the past censuses. This method has been followed in principle in writing the Report, which is entitled 'Some Results of the Census.' Along with full tabulation, a synoptic essay for each Province or State was also contemplated. This was postponed till after the war, when the remaining stages of tabulation, it is hoped, will be undertaken.

All the Imperial and State Tables were ready in manuscript by the end of May. I had prepared materials for the Report while I was on leave at Mount Abu in May, and undertook the writing of it as soon as I returned. The writing of the book was completed on the 31st of July 1941.

The preparation of the Administrative Volume was taken in hand by my staff early and the draft was thoroughly revised and at places rewritten by me. The first part was ready in manuscript by the end of June, and the second part by the end of July.

Soon after the manuscripts of "Some Results of the Baroda Census, 1941" and "Administrative Volume" were in press, detailed enquiries were made regarding the demand of the books. A distribution list was prepared. Besides distributing the book as required a number of copies were reserved for sale to the general public as shown below:—

	Number of copies reserved for sale
Some Results of the Census, 1941	100
Administrative Volume	25
Dehzada (Village Directory)	75



The number of copies printed were as follows :—

	Copies
Some Results of the Baroda Census, 1941	750
Administrative Volume	200
<i>Dehzada</i> (Village Directory)	750

**92. Expenses**—Statement III gives in detail the district census charges together with total cost for census literature (circulars, forms and enumeration slips). Statement V gives the expenditure in detail of the whole Census Organisation upto the end of July 1941.

#### *F. Suggestions*

**93. My suggestions of 1933 referred to**—I had already made certain suggestions in respect of Census procedure with changes in the Record Rules about the preservation of Census registers, correspondence, circulars etc., on the 23rd January 1933, which were approved under Order of the Council No. 32/7 of 8th March 1933. The whole file is printed in extenso as Appendix E. Certain lines were laid down regarding the organisation of census operations at the preliminary stages and the powers of the Census Commissioner were sanctioned permanently. The Schedule of Record Rules for the preservation or disposal of Census files was also specifically revised by order of Government. The reprint of the whole File for future guidance will, I hope, be helpful to my successors.

**94. What is to be done with remaining stages of tabulation?**—The next important point to note is about the remaining stages of tabulation to be taken up after the war. The slips are now carefully catalogued and kept in storage at the Huzur Political Office in strong boxes under lock and key. As it will appear from the Report, full tabulation in respect of the Imperial Tables I-III, V, XIII and XIV and State Table I has been undertaken. Imperial Table IV has been done in part. State Table II also shows literacy but for main age groups. Chief Castes have been compiled under State Table IV. Literacy details have been shown under State Table IV in different parts with full detailed subsidiary tables. Random sorts were made for Age and Civil Condition, Size and Sex Constitution of Families of married females, and Means of Livelihood.

(a) *Re: Literacy*—In view of the full details for Literacy given (although by broad age groups) I would hardly think that a re-sort for literacy for the full complement of age groups prescribed will be necessary—nor will they be of much topical interest, or of educational value, at the distance of time when it is expected that tabulation is taken up again.

(b) *Re: Age and Civil Condition*—In view of the full details given for the Age and Civil Condition Table and subsidiary tables, I suggest that in this respect also, trouble (and expense) may be well saved. The Sex Enquiry need not also be compiled in full, as the Sample quite adequately serves its purpose.

(c) *Re: Birthplace*—I have already given my view as to the general utility of birthplace tables. When the full tabulation is taken in hand, I suggest respectfully that this item should be completely dropped, in view of the revision in the questionnaire suggested below.

(d) *Re: Language*—Also for language, particularly as in this Census, communal agitation gave rise to a great deal of falsification of returns re: Hindi-Hindustani and Urdu, I think it is of little practical advantage to compile language data also for this Census.

(e) *Re: Script of Literacy*— As for script of literacy, we get very little out of it, and that little is sometimes vitiated by communal or provincial considerations, and I would suggest that this item should also be scrapped. Besides I hardly think that it serves much demological purpose.

(f) *Re: Means of Livelihood*— Finally, the Table for Means of Livelihood should be fully and completely prepared. The Sample is not adequate. The groups selected (for purposes of the State) will not do for all-India. There are many items in respect of unemployment, industry, subsidiary occupations and employer-employé details which have been left out in the random sampling, and which deserve to be worked out to the full. Especially the data re: employment combined with examinations passed may be of great interest. This will give sufficient occupation to the sorting and compiling staffs for several months.

**95. Future Census Questionnaire: dropping of certain items**—Coming to the future censuses, I have some suggestions to make about the questionnaire. I am fully of the opinion that on the one hand it is overloaded with items which are unnecessary, or at least not necessary for every census, and on the other it does not contain information which is worthwhile compiling. Such questions as Birthplace, Language and Caste need not be asked at every census. Those provinces that require caste details should content themselves with collating data once in thirty years. The Birthplace and Language items can be also held over to once in thirty years. Care should be taken that each of these three items, so held over should be asked, not all at a time, but distributed, so that the questionnaire is not overloaded. Thus if Birthplace is asked for in 1951, the Language item should come in 1961 and caste in 1971.

**96. New items: Domicile and Community**—On the other hand, we should have two new items added: Domicile and Community. A beginning was made in this Census to introduce Community in the Tables by combining Religion with Caste. The result was that in some provinces, Tribes were omitted from the Hindu total, even where they returned themselves as Hindu, and in others, Scheduled Castes were similarly omitted. A third case of confusion resulted where certain Tribes were included under Scheduled Castes, and the rest were not. Thus there was considerable lack of uniformity. In this State, Tribes were shown both as Hindu and Tribal, and the Hindu section of the Tribes was included under the Hindu total, and also shown separately. I suggest this was the correct procedure, as in tabulation, we should not adjust figures and affect the general communal distribution, which is for the moment of great political importance. We should, therefore, adopt the example of Burma, which compiles for Religion, as well as for Community. Under Community, it will be reasonable, and even necessary, to group Indians under their historic provincial and linguistic units, as Tamilians, Chittagongians, Bengalis etc., as they do in Burma. If my suggestion about a separate Community Table with another Table for Religion is approved, I suggest the following Community details to be compiled for this State :—

(I) Gujarati Hindu—

Brahman  
Patidar  
Rajput  
Scheduled  
Vania  
Tribes  
Other Gujarati Hindu

(II) Gujarati Muslim

- (III) Deccani (Dakshini or Maharashtrian) Hindu-
  - Brahman
  - Maratha
  - Scheduled Tribes
  - Other Deccani Hindu
- (IV) Hindustani Hindu (including Rajasthanis and Biharis)
- (V) Hindustani Muslim
- (VI) Punjabi (including Sikhs and Punjabi Musalmans)
- (VII) Sindhi (Muslim and Hindu)
- (VIII) Cutchhi (Muslim and Hindu)
- (IX) Other Hindu
- (X) Other Muslim
- (XI) Indian Christian
- (XII) Other Indian
- (XIII) European
- (XIV) Anglo-Indian
- (XV) Others.

As to *Domicile*, I should suggest two methods of approach; it should be asked (i) whether the person enumerated claims legal domicile in the unit of enumeration through birth and residence, (ii) if the latter, details regarding years of residence should be shown, and (iii) if the person enumerated is an outsider, he should specify the name of the district, province or State of his domicile. This will give much more reliable data regarding natural population, than the present method. If this is properly worked, I really think that there will be no necessity to ask for details of birthplace at all. At present birthplace data give no clue to the natural population of a province or State, as they do not have the remotest correspondence to language statistics or any other normal criterion of domicile.

**97. Other Items: Occupation and Infirmities**—As to occupational returns, I would hold over my views until after the full tabulation of the details collected at this Census. If the census is at all careful and accurate, then the separate Industry returns will not be necessary, and statistics regarding unemployment and subsidiary occupations will be very valuable. I have personally my doubts whether we will be able to get any really useful figures from the items connected with employer-employees and subsidiary occupations.

Infirmities were dropped at this Census. I think it was a wise decision; and hope that the general census will not be made responsible for this item of enquiry in future years.

**98. Future Sorting Work: How to be done**—One of the chief reasons why the *billets individuels* system was adopted in this State in 1931, and now extended to all over India (I trust permanently), was that it obviated the necessity of retaining a huge temporary and hastily trained slip-copying staff, which used to bring in their train, their own complement of errors. Economy has already been effected to a substantial extent. But the evil of errors of compilation has not been entirely eliminated. We have still to keep a large staff of sorters, who although they are a little better qualified than slip-copyists, are equally hastily trained, and supervisors being also temporary, their checks cannot be really efficient. My experience of three censuses on the other hand convinces me that we have most excellent workers amongst our teachers and talatis, who are trained thoroughly, know the responsibilities of their work and are spurred to do their best with rewards and certificates. If we

select the best of them and have 10 sorting centres in the State; and employ them on deputation for 2 months on Rs. 15 per month, in addition to their permanent pay, I have no doubt that 200 sorters of this selected type—men of experience and intelligence—will do in two months, the work of sorting which at our Abstraction Offices takes over four months. We had to entertain 85 sorters for a population of 2.86 millions. For an expected population of 3.5 millions in 1951 (on the present area), an Abstraction Office on present lines of 107 sorters and 12 supervisors will be required for four months. This with the Head Supervisor (at Rs. 100 per month) will cost

107 Sorters @ Rs. 30-40 per month for 4 months	Rs. 14,980
12 Supervisors @ Rs. 50         "         "	2,400
1 Head Supervisor at Rs. 100         "         "	400
9 Census Inspectors with pay and travelling allowance at present basis for 3 months	2,840
Prizes to census staff	5,000
	<hr/>
	Rs. 25,620

If on the other hand, we have 10 centres for Abstraction with 20 sorters selected from the best enumerators (prize winners) each with a Supervisor and the nine Census Inspectors constantly on the move—training, guiding and scrutinising, we shall be able to work up to far higher standards of accuracy, efficiency and speed than we are able to do now, besides achieving further economies in cost which indeed are desirable in view of the exceedingly high cost of the Baroda Census :-

200 Sorters @ Rs. 15 per month Census allowance in addition to pay for 2 months	Rs. 6,000
T. A. from their place of work to the Abstraction Office	1,000
10 Supervisors @ Rs. 30 per month census allowance in addition to pay for 2 months	600
9 Census Inspectors for 4 months	3,785
Prizes for enumeration work	6,000
	<hr/>
	Rs. 17,385

(As it will appear from above, on this basis, we can afford to give more in prizes). The pay of these permanent employees will be chargeable to their respective departments. Their deputation allowance and travelling allowance from their place of work to the Abstraction Office will be met from the census budget.

The period of their deputation should be so timed that their absence will be least felt by the departments concerned, and their places taken by other staff without extra cost. For this purpose the Census date should be suitably shifted to say 15th April. The sorting should begin from 1st of May and conclude by the first week of July—when the compilation work should begin at the Central Office of the Census Commissioner. The ten centres should be established at Baroda City, Petlad, Dabhoi, Mehsana, Patan, Kadi, Navsari, Vyara, Amreli and Dwarka.

The change of date of the Census to 15th April is recommended primarily because it is least disturbing to the revenue work of talatis, and the schools usually have their vacation about that time. If this date is approved, the Education department can co-operate by arranging their dates of vacations suitably.

This date is far more suitable than the present one, as it coincides with the cessation of agricultural work, the people are found usually at home and it is not the season for festivals or marriages which disturb the normal movement of population.

**99. Status of the Census Commissioner**—My last remarks will refer to the status of the Head of the State Census Organisation. Unlike British India, the status of the Census Head here has been becoming higher and higher, since 1921, due to personal reasons. But usually even before my time, the State was careful to select a very senior officer to manage its census operations. Mr. Dalal was Minister of Education and Mr. Govindbhai was a very senior Revenue Officer, before called upon to do the census. In 1921, I was only an acting Suba, with 10 years' service when entrusted with the census. In 1931, I was acting as Sar Suba, and in 1941, I had already been long confirmed in that grade, before Government were pleased to entrust me again with the census. In British India, formerly civilians of 15 to 20 years' standing were selected. Younger men are now chosen with a view to enable them to stand the strain and the hard work involved. But in this State, I must advise that very senior officers should in future be chosen for this appointment. The Census Commissioner here has very special powers in finance, appointments and organisation: he has to exact work from district heads, Naib Subas and others and he has, therefore, to have sufficient status and drive to set all these agencies to work under discipline. In 1921, owing to my junior rank, there was inevitable friction, and were it not for the constant backing of the then Dewan, Sir Manubhai, I doubt if the operations could have been concluded with the success that was achieved. In 1931 and on this occasion, I had no trouble whatsoever. The co-operation from the people has been extraordinarily good within my experience, and even when non-co-operation was raging in the surrounding British talukas in 1931, there was not the least breath of disharmony within the State. Our talatis and teachers worked with a will. We have never had any strike or *hartal* or any the least indiscipline. Our Abstraction Offices also worked willingly. Our Census Committees were eager (only too eager) with their notes and memoranda. In the present Census, the committees had begun to function when I had to disestablish them in view of the limited tabulation, resolved upon by the Government.

**100. Particular importance attached to status of Census Commissioner**—I attach therefore, particular importance to the status of the future head of the Baroda Census. A man, or better, two or three men should be marked out beforehand, say two years before the start of the next operations, and told to prepare themselves for census work. They should be given requisite books to study, and even due leave for this purpose. If necessary, as soon as the Census Commissioner for India is appointed for 1951, the selected man should be sent for a few weeks' training at his office so that he may familiarise himself with special features of the census. Each census carries its own stamp, and the 1951 Census will inevitably bear its own. It is, therefore, specially necessary that our State Census Commissioner designate should prepare himself thoroughly for his task. The India Census Commissioners have generally complained of the inefficiency of certain Indian States census organisations. Baroda has hitherto been a happy exception, but this circumstance has not prevented the Indian Census from actually demanding (*e.g.* in 1931 Administrative Volume) that the census authorities in Indian States should in future be appointed only with the approval of the Census Commissioner for India. It is to be trusted that the Baroda Census will keep to the high traditions it has so far set, and will not put itself into that predicament.



APPENDIX E  
GOVERNMENT OF BARODA

हु. म. क. ३२

COUNCIL ORDER No.  $\frac{32/7}{8-3-1933}$

1. Key-word:—वस्तीगणत्री

Resolved, dated 22-3-1933  
(Sanctioned.)

2. No. date and subject of the tippan:—

(1) Department Census	No. 47	Date 23-1-1933
(2) SUBJECT:—Suggested improvements in Census Procedure with changes in Record Rules.		

3. Summary of the tippan:—

*Para 1:—*States that this tippan serves as a covering memo to the note on the Census which he (Mr. Mukerjia) was ordered to prepare by His Highness (*vide* his Secretary's letter dated the 7th September 1932 from London). The note is humbly submitted for such consideration and orders as the Huzur deems fit. The note embodies certain points for note and certain other points for orders.

*Para 3:—*As the note itself states the grounds on which the conclusions are based, they are not restated.

4. Issues:—

(Para 2)	Issues	Opinion
S. No.	A. POINTS FOR NOTE	
(1)	Are the Census Rules of 1931, as embodied in the Census Procedure Code of 1931 and circulars and instruction books up-to-date and need no further modification?	Yes
(2)	As each census has distinctive features of its own and differs in material particulars from its predecessor, can the Census Rules of 1931 be made applicable to the Census of 1941 or later censuses?	No
(3)	Is it advisable at this stage to fetter the discretion of the State Census Commissioner, as there is likelihood of change in the Census organisation and in Indian Census policy in future?	No

(Para 2)	Issues	Opinion
(4)	Are the orders of Government at present necessary to certain suggested changes in the procedure of census taking and administration as commended to the notice of the future Census Commissioner of the State in para 18 of the note ?	No
(5)	Should the Government give general approval, although no specific orders are required at this stage, to certain lines of preliminary operations before organising the Census of 1941, involving an economy of at least six months in time and Rs. 8,500 in cost as mentioned in para 23 of the annexed note ?	Yes

## B. POINTS FOR ORDERS

(1)	Should the Power Statement of the Census Commissioner as shown in Appendix I of the Census Procedure Code of 1931, be now confirmed permanently so that there will be no difficulty in starting preliminary operations for the next Census ?	Yes
(2)	Should the Census Commissioner of the State, whenever appointed, be empowered to promulgate rules within the Census Act, provided such rules do not contravene the spirit of the Imperial Code of Census Procedure ?	Yes
(3)	Should the amendments suggested in para 21 of the annexed note, in the schedule of the Record Rules for the preservation and disposal of Census files be sanctioned ?	Yes

## 5. Resolution:—

*President***Dewan**

The Government accept the recommendations made by Mr. S. V. Mukerjea in his note.

Recommendations  
accepted.

2. A copy of the note should be sent to the Huzur Kamdar for the information of the Huzur.

Copy to the Huzur  
Kamdar.

V. T. Krishnama Chari.  
R. H. Desai.  
Shiv Raj Singh.



## NOTE ON SUGGESTED AMENDMENTS IN CENSUS RULES AND PROCEDURE

I was ordered by His Highness the Maharaja Salieh (*vide* the Secretary's letter dated, London Hans Crescent Hotel, the 7th September last) to prepare note suggesting

- (a) what conclusions of practical utility in various spheres under different headings can be drawn from the mass of information and statistics collected,
- (b) what more enquiries can be usefully undertaken, and
- (c) any improvements or amendments in the Census Rules which should be brought up-to-date.

2. This note is primarily concerned with Census Rules and procedure for guidance in future censuses. It is suggested in the above letter of the Secretary that the Census Rules require to be brought up-to-date. In this connection I beg most respectfully to point out that the Census procedure is always brought up-to-date according to the requirements of the latest Census.

3. The Census Rules that the Secretary has probably in mind are those drafted in Gujarati for the Census of 1901. These rules were based presumably on the Indian Census Act of that date and had validity only for the Census for that year (as appears evident from Sec. 2 of the Rules of 1901).

4. In 1911, the procedure was as follows:—

Procedure of 1911.

The Government of India published a Census Act for British India. In this State, we had no separate enactment, but by proclamation, the State declared its intention to take a census on the lines of the Indian Census, and asked for the people's co-operation. Thereafter, Government of India (Census Commissioner for India) prepared an Imperial Code of Census Procedure, on the lines of which our State Superintendent prepared his own Code of Census Procedure, (in two parts) (i) for Enumeration, and (ii) for Tabulation and Compilation. The Census Rules of 1901 were thus superseded by this Code.

5. For the Censuses of 1921 and 1931, the following procedure was observed:—

(i) As soon as the Government of India passed a Census of India Act, our State passed exactly similar legislation. In 1921, the State Census Act was a separate enactment based on the Indian Act. In 1931, the State adopted, *mutatis mutandis*, the Indian Census Act.

(ii) As soon as the Act was passed on each occasion, the head of the State Census Department published *on his own authority*, a Code of Census Procedure in two parts—the first part detailing the procedure regarding enumeration in English, and the second part in Gujarati settling the procedure in Gujarati for Tabulation.

(iii) The Census Commissioner of the State was specially empowered to promulgate rules under the Act (under Dewan Special powers given to Census Commissioner, Baroda, Order No.  $\frac{71}{87}$  dated 16th August 1930), and the Power Statement of the Department was also clearly laid down and sanctioned (D. O. No. 77/2 dated 31st July 1930) *vide* Appendix I of Census Code for 1931, Part I.

(iv) These Census Procedure Codes were based on the Indian Census Code of procedure issued by the Census Commissioner for India, but as the State Census both in 1921 and 1931, undertook certain lines of enquiry special to Baroda, along with the general Census, the Standard Schedules and forms were amplified to suit our needs, without affecting the general requirements of the Indian Census.

6. Thus in the Census of 1921, we initiated the following new enquiries in addition to the general Census :-  
New enquiries along with Census of 1921 requiring:-

- |  |                |
|--|----------------|
| (i) The Census of Livestock  | (Two tables)   |
| (ii) The Size of the Normal Household  | (One table)    |
| (iii) Classification of Homesteads according to Standards of Comfort and House-room              | (Two tables)   |
| (iv) The Tenement Census in the City of Baroda   | (Five tables)  |
| (v) Enquiry regarding the Size and Sex Constitution of Families                                  | (Eight tables) |
| (vi) Additional data regarding Occupation  | (Three tables) |
| (a) Occupation of English Literates  |                |
| (b)       ,,   of the Urban Population   |                |
| (c)       ,,   of Immigrants to the City   |                |
| (vii) Additional information regarding Literacy and Partial Literacy                             | (Three tables) |
| (viii) Additional and detailed information re: Age, Sex and Civil Condition in towns and talukas | (Two tables)   |
| (ix) Additional information re: Age distribution of migrants.                                    | (Two tables)   |
| (x) Additional information regarding the Civil Condition of the Infirm                           | (One table)    |
| (xi) Statistics regarding Cottage Industry   | (One table)    |
| (xii) Actuarial analysis of Age returns  | (Seven tables) |
| (xiii) A method to test accuracy of vital registration   | (Two tables)   |

7. The above new enquiries necessitated the preparation of 39 additional tables. For this purpose some of the old standard forms (prescribed for the general Census) were amplified : thus

- (i) Changes in old forms.
- (a) the House-list was amplified

- (i) to yield information regarding the classification of homesteads according to standards of comfort and house room, and also
- (ii) to furnish details of livestock, agricultural implements, carts and carriages possessed by each household in the State;
- (b) the standard enumeration schedule itself was amplified
  - (i) to include a column for those who though not literate, were at least able to read only;
  - (ii) also to give information regarding the script in which a person was literate, and
  - (iii) to show the sect of each religion professed and the sub-section of each main caste of each individual.

8. In addition, some of the additional information compiled in 1921 Census was obtained through new correlations from the ordinary census schedule itself. Thus by such means we were able to collect data regarding

(ii) New correlations from old data.

- (i) the Civil Condition of the Infirm (obtained by a special sort of infirmity slips according to Age and Civil Condition),
- (ii) Occupations of literates in English, as also of urban occupations,
- (iii) immigrants and emigrants by age,
- (iv) the Imperial Table for Literacy only gave information for districts and the City, by broad age groups. We compiled for the State very valuable and extended information re: Literacy by detailed periods, talukas and towns.

9. Lastly some of the new enquiries of 1921, such as the enquiry into the Size and Sex Constitution of Families, Statistics regarding Cottage Industries, the Actuarial Report, the Tenement Census etc., required a special procedure for each, necessitating the creation of new forms and additional sorting and tabulating operations, too technical to need restatement here. But these processes are described in detail in the Administrative Volume to which I humbly invite the kind attention of the Huzur.

(iii) Special procedure for certain new enquiries.

10. In the Census of 1931, all these new enquiries were continued, with the exception of Cottage Industries, and wherever experience so dictated, the procedure regarding these new enquiries was modified and improved and the form of tables compiled was slightly changed and their number increased wherever felt necessary. Thus for the Civil Condition of the Infirm, we had two tables instead of one of 1921, for the Tenement Census we had five instead of four tables, for the Sex Enquiry, eleven tables instead of eight, and for the Actuarial Report, fifteen tables instead of seven. Thus we compiled 52 tables as against 39 in 1921 for the 12 enquiries which we kept up in 1931.

Old enquiries of 1921 renewed in 1931 with improvements and additions.

11. In addition to these, we had compiled other tables for further new enquiries in the latest Census, as will appear from the following summary:—

Additional new enquiries of 1931.

(a) At the instance of the Census Commissioner for India:—

- (i) change in the method of return of age—previously we were required to record ages according to the *last* birthday, while on this occasion we had to record ages *nearest* the birthday,

- (ii) the above change necessitated altogether a new method in the smoothing of age returns (described in Secs. 126-128 of Part II of Census Procedure Code of 1931);
  - (iii) change in the occupation return completely modifying the basis of the return itself by creating a new class of working dependents, limiting the distribution by occupations to earners and working dependents only, and change in the classification scheme of occupations by which the number of groups was increased and various shufflings in the groups and orders were made;
  - (iv) the record of subsidiary languages, which was a very important change in the language return;
  - (v) the record of literacy in Hindi and Urdu;
  - (vi) the Census of Unemployment amongst males educated in the English language;
  - (vii) special statistics re: variation in the strength of Aboriginal Tribes;
  - (viii) special anthropological data re: customs, religious beliefs and social organisation of primitive tribes and depressed classes.
- (b) At the instance of the Huzur:—
- (i) inquiry through Census Committees and an extensive questionnaire into marriage customs with special reference to the prevalence of divorce in the different castes (six tables);
  - (ii) a food survey amongst the principal castes of the State (three tables).
- (c) At the instance of the Department:—
- (i) statistics re: literacy amongst the immigrants (one table);
  - (ii) statistics re: dependents by caste, age, and educational condition (two tables);
  - (iii) statistics re: the strength of industrial establishment (two tables);
  - (iv) an estimate of political immigrants on account of the civil disobedience movement (three tables);
  - (v) special research into certain primitive dialect (such as Mavchi and Bavchi) *vide* Appendix VIII;
  - (vi) special research re: types of houses amongst representative elements in the population (*vide* Appendix II).

12. Apart from these new enquiries, which from their importance and volume of statistical material compiled are unequalled by any other census in India, the Baroda Census in 1931 adopted a radical departure in the method of census taking itself. The usual procedure was to take down the census information per each individual in each block on enumeration schedules in which the details are entered in vertical columns, and then later on after the census, to abstract the information per each person on a standard slip in pencil by a special staff of slip-copyists who are herded in large offices, have little interest in their work and are paid according to the rapidity with which they abstracted the information on to these slips. These slips are later sorted and compiled into

Successful introduction in  
1931 Census of Bulletins Indi-  
viduals-System.

tables. The experiment that we tried here was to do away with this intermediate process entirely, and have standard books of cards on which information was directly taken down by the enumerating staff: thereafter these cards were cut out into bundles of slips and turned on to the sorters for the subsequent stages. This was a "valuable experiment" as acknowledged by all expert observers from the Census Commissioner for India downwards and effected a very real saving in time and money.

13. This experiment with its detailed processes is described in the Administrative Volume (Part III of the State Census Publications page 27-34). Appendix F of that volume shows by comparison the very real saving in time that we were able to effect in the present Census; and Appendix H works out most clearly the figures of cost which show the large saving of Rs. 11,800 that we were able to achieve in the Census Budget by this means alone. I am under no misgivings whatsoever in recommending that this experiment be tried in the next census in this State. At any rate there is no need to resort to the old time-wasting and faulty method of slip-copying which we have now abolished, let us hope for all time.

14. The above brief recital of the history of the last three censuses shows :-

Conclusions from above.

(i) The Census Rules of the State, as evidenced by the Census Code of Procedure of 1931, the volume of circulars, questionnaires and instruction books and the Administrative Volume published by the Census Department, are quite up-to-date and do not need any change at this stage;

(ii) that while in regard to the general lines of the new enquiries to be undertaken, sanction of the Government is always sought for and obtained, the fixing of procedure and the details of tabulation etc., regarding these are entirely left to the discretion of the Census Commissioner of the State, in so far as he does not contravene the provisions of the Census Act and the standard requirements of the Indian Census, to which our State is pledged to conform. Within these limitations the State Census Commissioner is fully empowered to vary and modify his requirements and tabulate his materials:

(iii) that each Census, while its main business is the counting of people, may and does differ, in material particulars, from its predecessor; and that in consequence, the procedure rules fixed for one census may have to undergo substantial modification at the next counting of the people.

15. I do not advise therefore that the present rules which are adequate for our present purpose should be stereotyped for all time; we cannot tell now what the requirements of the 1941 Census will be, whether the same items of information required will suffice then, or whether there will be changes. For this reason the Indian Census Act is re-enacted at every census and the Imperial Code of Census Procedure is always written anew.



(d) that the innovation introduced in 1931 of Census Inspectors should be continued, (*vide* para 71, page 40 of the Administrative Volume);

Census inspectors to be continued.  
 (e) that in respect of enumerators, a greater economy in personnel can be effected in towns and other congested areas by giving an average of 150 houses or say 500 persons per enumerator, (*vide* page 19 of the Administrative Volume) instead of a maximum of 100 houses as at present;

Economy in number of enumerators.  
 (f) that as the experiment of direct enumeration by cards (bulletins individuals system) has abundantly justified itself; it should be tried in the absence of a better system and that all the precautions laid down in the administrative Volume should be scrupulously adhered to in the next Census;

Adoption of bulletins individuals system.  
 (g) that the inquiries undertaken in 1921 and 1931 should be continued in future censuses more or less on the same lines so that useful comparisons can be fruitfully made and definite conclusions reached.

Continuation of present additional inquiries.  
 19. These and similar suggestions can be multiplied but I am entirely opposed to fettering the discretion of the future census organisation of the State. Changes in details of procedure are sometimes so vitally dependent on policy that any slight alteration in the latter will mean a vital change in the former. The change in the return of age and its reactions on our procedure of tabulation have been already referred to. One other instance will suffice to illustrate this. The term "House" has undergone changes in definition in different censuses and even now its meaning is far from uniform in the different units of the Indian Census. We have so far adhered to the social definition by which a census "house" is not the structural unit so called, but is identical with a commensal family. Supposing that in future our policy here is changed, or we are required to conform to a similar change in the all-India Census, we will not be able to carry out the suggestion shown above in (c) or undertake the present enquiry regarding house room, which we do at the time of house-numbering.

Changes in Procedure dependent on policy of the State.  
 20. There is one point however where we can lay our plans with reasonable certainty and that is in regard to the disposal and preservation of Census records. The Rules of 1901 laid down definite principles regarding the kind of Census papers that required to be preserved and those others to be destroyed. Chapter 34 (Secs. 447-56) of these rules laid down these principles. Since 1911 however, as a separate uniform Record Code was adopted for all departments, this section was dropped from the Census Codes. In 1921 and 1931, however, it was found that the Record Rules for the State was not very suitable for Census requirements, and power was thereupon taken under orders of Government, by the State Census Commissioner (*vide* Dewan Order No. 8/6 of 31st March 1931) to dispose of the Census Records in whatever way he deemed fit subject to the general instructions from the Census Commissioner for India. These instructions were contained in the Notes on the Administrative Volume for 1931 Report (*vide* Ex. 6).

Necessity of amending schedule of Record Rules in respect of Census files.

21. That the present Record Rules require amendment in the light of census needs, I am fully convinced. As they stand at present only the Census Report is to be preserved. Amendments suggested.

The Census Commissioner for India's circulars and correspondence which are of great importance for many censuses are required to be destroyed after 12 years. The Notes for the Report which are issued by him and are really of permanent importance would thus disappear by the next Census. Register A and the Compilation Registers which are of prime importance for guidance of the tabulation office of future censuses are put down in those rules for immediate destruction. For these reasons the State Census Commissioner had to ask for special powers in this connection. But with the experience of four censuses behind us, we can now fairly ask Government permanently to incorporate in the Schedule of Record Rules such changes as would not endanger the work of the future censuses, without unduly burdening the records. The 1901 Rules are however equally unsuitable to us, for they commit the opposite mistake of preserving a large number of papers which are not worth keeping for more than a certain period, such as service stamp *rojmel*, copies of receipts and vouchers, sanctions for expenditure and so on. Thus we have to keep a happy mean and after mature consideration I respectfully suggest that the following arrangements be sanctioned :—

" Preserve "	" Destroy after 35 years "	" Destroy after 12 years "	" Destroy immediately "
1	2	3	4
1 Census Report ( printed ), in three parts, with its Gujarati translation and Dehazda.	All the communications from and to the Census Commissioner for India with their enclosures.	1 All the communications from and to the Resident at Baroda.	1 Statement explaining variations in the figures of the printed report, volume of inspection notes, register regarding appointments of enumerators and supervisors, orders, forms, typed copy of report and tables, typed copies of Imperial and State tables, Abstract of enumeration, Block Summary, Circle Summary, Provincial and Central Government, office copies of correspondence of all departments and other documents and papers.
2 The State Census Code in two parts (from 1911 in one volume)		2 Compilation Registers.	
3 The Indian Census Code in 2 parts.		3 Budget file, pay sheets and register of expenditure under different heads.	
4 Circulars, Notifications and instruction books issued by the Huzur Census Department, and printed forms (bound in one volume, 10 such volumes).		4 General register of villages, register of blocks and circles and register of actual number of houses.	
5 All the tippons with orders passed on them.		5 Register A of population of blocks by sex and religion.	
6 Notes for Report of the Census Commissioner for India (bound in one volume from 1911).			



(b) He should start with a small staff of a compiler of report materials (of Vahivatdar's grade plus Rs. 30 deputation allowance) who will, when the Census Commissioner is appointed, become his Personal Assistant; a Shirastedar of Rs. 75, a vernacular typist on Rs. 40, an English typist on Rs. 40, a vernacular Assistant on Rs. 40, and a Record clerk on Rs. 30 plus the same menial staff of a Jamadar and 15 peons allowed on the present occasion, costing Rs. 96+ per month. The whole of this staff, particularly of menials should not be appointed at once, until the Census Commissioner takes charge.

(c) The Census Commissioner should be early chosen, but he need not be relieved entirely of his other duties for Census work until 1st October 1940. If he has no special experience he should engage himself in intensive study of Census literature particularly of the India and Baroda Reports for the last three censuses. The Bombay Reports of 1921 and 1931 should also be studied. The Administrative Volumes of the State Census, particularly of 1931 should also be carefully read. He should also make himself familiar with the tendencies of Indian thought during the previous decade on questions relating to the structure of society, the trend of public feeling, and social and economic changes. It will be well for him to keep himself in touch with the more important local newspapers and journals and study some of the standard books on statistical and economic analysis; *e. g.* Bowley's, Whipple's, Newsholme's and other standard author's books. A list is furnished in Exhibit 7.

(d) Before his taking over charge in October however, the following preliminaries should be undertaken and finished by the Deputy Census Commissioner:—

- (1) the appointment of the ex-officio district census staff,
- (2) the preparation of village registers, and maps of circle boundaries,
- (3) the preparation of blocks and circles Registers,
- (4) the formation of Census Committees in different talukas as per or on the lines of the Circular No. 10/87 dated 18th September 1930;
- (5) the distribution of census questionnaires re:
  - (i) general social changes,
  - (ii) marriage and divorce statistics,
  - (iii) Food Survey,
  - (iv) industrial statistics or cottage industries.

(e) The Deputy should also in consultation with the Census Commissioner-elect fix upon the general lines of new enquiries, if any, that they propose to institute, or the changes in the enquiries that at present form part of the Census. These lines should be got approved of by Government.

(f) The Compiler of Report Materials should get ready all the ancillary statistical information required for the Report, thus

- (1) Register of Births and Deaths,
- (2) the Statistics of Yield,
- (3) cultivated area,
- (4) kind of crops,
- (5) price data,
- (6) rainfall and the state of the seasons during the past decade,

- (7) the latest figures of area,
- (8) the areas of village and town sites,
- (9) the kind of inhabited place to be treated as towns,
- (10) the figures of emigrants to places outside India,
- (11) the educational statistics re: number of schools and school-going strength,
- (12) the figures of passes in examinations,
- (13) the number of publications in the different languages,
- (14) the value of land and other economic data, etc.

All these and such other materials that are required for the statistical analysis of figures in the Report must be got ready before the Census Commissioner takes charge. If all these are got ready in time, there is no reason why the Report itself should not be ready in January 1942.

23. If the above suggestions are approved, I fully believe that we shall save at least six months' pay of the Census Commissioner and two months' saving of the cost of the establishment. On the present salary basis, this would mean a further saving of something like Rs. 8,500 in the Census expenditure. In this manner we shall be able in future to break the record for economy and promptitude for which our State has established a very honourable tradition.

24. In concluding this note, I have to renew my gratitude for the unstinted confidence which His Highness and his Government have shown in me for two successive censuses. I regret very much that there has been a little delay in the preparation of this note, for a variety of reasons, the chief of which has been my continued ill health through the greater part of December and the first week of January. But this delay, I am fortunate to be able to record, has given me the privilege of meeting His Highness and having more than one talk with him, so that I was able thereby to benefit by his vast experience and mature wisdom.

25. The following brief summary of the conclusions above arrived at is given for ready reference :—

Summary of conclusions.

- (v) that certain lines of preliminary operations before organising the census of 1941, involving an economy of at least six months in time and Rs. 8,500 in cost are recommended to Government for general approval, although no specific orders are required at this stage (*vide* para 23);

*B. Points for orders :—*

- (i) That the Power Statement of the Census Commissioner as shewn in Appendix I of the Census Procedure Code of 1931 may be confirmed permanently, so that there will be no difficulty in starting preliminary operations for the next census;
- (ii) that the Census Commissioner of the State whenever appointed may be empowered to promulgate rules within the Census Act, provided such do not contravene the spirit of the Imperial Census Code of Procedure;
- (iii) that the amendments suggested, in para 21 above, in the Schedule of the Record Rules for the preservation and disposal of census files be sanctioned.

## EXHIBIT 6

### Instructions as to the Report

#### THE ADMINISTRATIVE VOLUME

The Administrative Volume should consist of a general review of the operations with such tabular statements as are likely to be of use at the following census. The Provincial codes, rules, forms and other printed matter issued in the course of the operations should not be included in it. Twelve copies of all printed matter should be put aside at the time of issue. When the census is over these papers should be bound up into a series of collections, ten of which should be kept for the use of the next Provincial Superintendent, and two sent to the Census Commissioner for India for record in his office.

2. *Collections of printed matter*:—The form which these collections will take can be decided locally, but the following is suggested as an arrangement which will probably be found suitable :—

- (1) The Provincial Census Code, Part I.
- (2) The Provincial Census Code, Part II.
- (3) Miscellaneous printed circulars and instructions regarding the taking of the census.
- (4) Miscellaneous printed circulars and instructions regarding compilation.
- (5) Miscellaneous printed circulars and instructions regarding ethnographic and other special enquiries.
- (6) A complete collection of all forms used in the course of operations including *inter alia* (in each language in which issued) --
  - (a) The General Village Register.
  - (b) The Circle List.
  - (c) Letters of appointment of Supervisors and Enumerators.
  - (d) Instructions to Supervisors and Charge Superintendent.
  - (e) The Enumeration Book.
  - (f) The Household Schedule.
  - (g) Boat Tickets.
  - (h) Traveller's Tickets.
  - (i) Forms of Registers used in slip copying.
  - (j) Forms of Sorters' Tickets.
  - (k) Forms of Tabulation Registers, etc.

Before they are bound up these forms should be arranged in serial order, folded to size and paged; and an index should be prepared showing the page where each form is to be found.



**EXHIBIT 7****List of books suggested for reading on Census Subjects**

1. The Census Reports of India for 1911, 1921 and 1931.
2. The Census Reports of the State for 1911, 1921 and 1931.
3. The Administrative Volumes of the State Census for 1921 and 1931.
4. The Census Reports of Bombay for 1921 and 1931.
5. Bowley's "Elements of Statistics".
6. Ferenczi's "International Migrations".
7. Burn's "Vital Statistics explained".
8. Huntington's "Civilisation and Climate".
9. Pell's "Law of Births and Deaths".
10. Enthoven's "Tribes and Castes of Bombay".
11. R. B. Govindbhai Desai's "Gazetteer of the Baroda State".
12. " " " "Hindu Families in Gujarat".
13. Sir Geo. Grierson's "Linguistic Survey of India" with special reference to Gujarati, Marathi, Rajasthani and Bhil Dialects.
14. G. A. Lane-Fox Pitt-River's "The Clash of Culture and Contact of Races".
15. Randive's "Population Problem in India".
16. D. Spencer Hatch's "Up from Poverty".
17. Whipple's "Vital Statistics".
18. Such economic studies of typical areas in Gujarat as may be published before his appointment as Census Commissioner.



